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THE UNIVERSITY OF ALBERTA

THE WORTH REPORT AND DEVELOPMENTS IN ALBERTA'S POST-SECONDARY POLICIES AND STRUCTURES, 1968 TO 1976

by

© Margaret Nussbaumer

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "The Worth Report and Developments in Alberta's Post-Secondary Policies and Structures, 1968 to 1976," submitted by Margaret Nussbaumer in partial fulfilment of the requirements for the degree of Doctor of Philosophy in Educational Administration.

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Date October 24, 1977

ABSTRACT

Trends in Canada, such as changing social patterns, population shifts and rising costs of education have influenced developments in the field of education. All provinces have used commissions to investigate the possible need for adjustments in education. In Alberta, during 1969, a Commission on Educational Planning, with W.H. Worth as commissioner was established and provided the means for a thorough investigation into all aspects of education. Three years later *The Report of the Commission on Educational Planning: A Choice of Futures*, popularly know as the Worth Report, was published. Of numerous recommendations made, two major ones concerned the policies and structures governing post-secondary education in Alberta. These were the recommendations for consolidation and reorganization. The two recommendations formed the basis for the present investigation of trends and developments in policies and structures four years prior to and four years following the Report.

The systems approach and the steps of decision making provided the conceptual framework for the study. The historical case study method was utilized and the analysis of data was based on procedures which involved the identification of policy formulation elements and structural units--their nature, function and relationship.

The findings of the study showed that discussions, events and decisions during the four years prior to the Report contributed to the recommendations for consolidation and reorganization. An analysis of those government responses to the Worth Report pertained to the

recommendations for consolidation and reorganization revealed that specific recommendations referring to reorganization received more favorable responses than did those referring to consolidation. Analysis of the data for the entire four year period following the Report revealed that the newly created Department of Advanced Education dominated post-secondary developments.

Conclusions based on the findings concerned the amount of time needed for policy changes to be implemented in post-secondary education which in this instance seemed to be from five to ten years. Conditions for acceptance included timing and the state of readiness of those involved. The perceptions of governing authorities about the existence of problems was found to be one factor influencing policy changes. The usefulness of a Royal Commission Report was found to be in its symbolic value indicating government responsibility to the public and in its publicizing developments already in progress.

Implications based on the findings included the time needed to be considered in plans for policy and structural changes, a knowledge of existing conditions, such as the state of readiness on the part of those affected, and a thorough understanding of our political system. Further study is needed in the areas of sharing of service facilities and the implementation process for policy and structural changes.

The systems approach was found to be useful in that it provided a means for comprehensive analysis of data and a means by which the researcher was able to "stand back" from the data, ensuring greater objectivity.

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Acknowledgement is also given to those who helped in making data available, such as the former Ministers of Education and Advanced Education of Alberta, and the former Deputy Minister of Advanced Education, Dr. W.H. Worth. Included here are many others who were and presently are involved in post secondary education in this province.

First acknowledgement however, is given to those who helped in supporting me, assuring me that my self worth was not measured by achievement--my special community of family and friends--Ruth, David, Doris Collins, Carol, and Peter who is my guru.

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CHAPTER 1

INTRODUCTION

> The road to major educational reform in Canada is by way of the findings of royal or ordinary commissions or committees established to study a particular aspect of the educational system when it is out of phase with either society or other parts of the system. (Katz, 1971:93)

Education in Canada has experienced much formal public attention. The rapid growth and shift in population from rural to urban areas of the country, the increasing industrialization and job specialization, changing social patterns, mounting costs of instruction and need for school facilities have been some of the reasons for this attention. Alberta, like other provinces, has employed individuals, special task forces, committees and commissions to advise the provincial government formally on the state of education under its jurisdiction. Large scale efforts, such as Royal Commissions have also been used by government as a formal mechanism to analyze educational policies and to make recommendations. The first comprehensive Royal Commission on Education in Alberta, headed by the Hon. Senator Donald Cameron began its investigation in 1958, and reported in 1959. In 1969 another Royal Commission was approved by the Alberta Government. This was specifically labelled a Commission on Educational Planning and was given a mandate not only to inquire into the state of education as it existed and to make recommendations, but also to provide a basis for future planning. After three years of intensive investigation the *Report of The Commission on Educational*

Planning: A Choice of Futures, popularly known as the Worth Report, was published in 1972. This Report contained, among other things, numerous recommendations for changes in basic and post secondary education. The Worth Report is of central concern in this present study.

Purpose of the Study

The purposes which directed this study were as follows:

1. to describe the development of provincial government post-secondary education policy in Alberta from four years prior to the publication of the Worth Report to four years following, that is from 1968 to 1976 inclusive.

2. to relate these policy developments to those recommendations of the Worth Report which concern provincial government structures for post secondary education.

3. to describe the changes in the government structures themselves as these relate to developments of provincial government post-secondary education policy in Alberta from 1968 to 1976, and to recommendations of the Worth Report concerning government structures for post-secondary education.

4. to provide a broader knowledge base on the significance of provincial government commission reports for the field of education.

Problems and Subproblems

The overall problem of the study was as follows:

What are the relationships, if any, between the trends in policies and developments in government structures in the system of post

secondary education in Alberta and the recommendations for this system as formulated by the *Report of the Commission on Educational Planning: A Choice of Futures* (Worth Report)?

Subproblems pertaining to the time period, 1968 to 1971 inclusive:

1. What were the trends in provincial government policy developments relative to post-secondary education prior to the Worth Report of 1972?

2. What were the developments in the provincial structures governing post-secondary education prior to the Worth Report of 1972?

Subproblems pertaining to the Worth Report recommendations:

3. What consolidation did the Worth Report propose with respect to post-secondary education in Alberta?

4. What reorganization did the Worth Report propose with respect to post-secondary education in Alberta?

Subproblems pertaining to 1972:

5. What were the trends in provincial government policy developments relative to post-secondary education during 1972?

6. What were the developments in provincial structures governing post-secondary education during 1972?

Subproblems pertaining to the time period, 1973 to 1976 inclusive:

7. What were the trends in provincial government policy developments relative to post-secondary education following the Worth

Report of 1972?

8. What were the developments in the provincial structures governing post secondary education following the Worth Report of 1972?

Delimitations

1. The study was confined to an examination of two sets of recommendations in the Worth Report, that is, those recommendations pertaining to consolidation and re-organization of Alberta government structures for post secondary education (Worth, 1972:131).

2. The study was delimited to the Alberta provincial government policies pertaining to post secondary education structures prior to 1972 and to those that were developed during the period from 1972 to 1976.

3. The study was delimited to the provincial government structures for post-secondary education as they existed prior to 1972 and to those that were developed during the period from 1972 to 1976.

Limitations

The study was limited by the data gathering techniques which relied mainly upon the examination of documents such as proposals, reports, legislative hearings, statutes, public accounts, regulations, and minutes of meetings, supplemented when possible by interviews with persons directly or indirectly involved in the matter under investigation. In some instances, and for various reasons, certain data thought to be relevant were not made available.

Assumptions

According to Quade (1975:72), assumptions are important in research studies because they ". . . determine the nature of analysis." The following assumptions apply to the present study:

1. that policy is developed incrementally,
2. that documents and information acquired would provide an adequate description of provincial thought and action,
3. that persons having information would co-operate by making it available, and
4. that adequate time had elapsed since the Worth Report was published for government to incorporate suggested changes.

Definitions of Terms

BASIC EDUCATION refers to elementary and secondary education, which commonly includes Grades one to twelve.

CONSOLIDATION means the transferring of various educational programs under the responsibility of other provincial government departments, to the Department of Advanced Education or the Department of Education (Worth, 1972:131). It also refers to the dissolution of the Universities and Colleges Commissions (Worth, 1972:131).

DECISION MAKING is defined by MacCrimmon (1974) as the process involving choice between alternatives; a choice based on criteria for selection which are linked to the decision maker's objectives and to the constraints under which he operates.

DECISION PROCESS of government in this study is synonymous with the policy making process.

FURTHER EDUCATION is that part of post secondary education beyond basic education comprised chiefly of non-credit courses such as those offered through extension services of local school boards, universities, technical institutes and vocational centers.

GOVERNING STRUCTURES refer to the formal organization of units composed of persons and groups of persons who exercise control and direct tasks and actions toward a goal explicitly or implicitly stated in policies.

GOVERNMENT in a general sense refers to the organization at the provincial level of elected representatives who, in Alberta, form the Legislative Assembly. In a more restricted sense, "government" is considered to be the Cabinet or the Executive Council.

POLICY is to be taken here to refer to the formal, legislated statements and directives of the provincial government.

POLICY DEVELOPMENT refers to the changing patterns of policy in retrospect which, according to Eualau and Eyestone (1968) follow each other sequentially through time.

POLICY FORMULATION ELEMENT refers to the smallest part of input contributing to the development of policy, such as proposals and recommendations. The policy formulation elements are supplied to government by civil service and/or obtained from the public at large. Policy formulation elements are of three types: symbolic, intended and actual. These are discussed in detail in Chapter 2.

POLICY MAKING and the POLICY MAKING PROCESS are treated as synonymous concepts associated with government decision making. This

process begins with recognition of a need for action and ends with a specific commitment (Mintzberg *et al.*, 1976:248), in new legislation, or an amendment of existing legislation.

POLICY OUTPUT according to Thompson (1976:151) is the set of laws providing for the essential services of education. In this study POLICY OUTPUT is synonymous with POLICY.

POST-SECONDARY EDUCATION refers to all education that takes place beyond the basic education in the province of Alberta; past Grade twelve.

POST-SECONDARY SYSTEM OF EDUCATION refers to all institutions of learning offering instruction beyond the basic education level (Grades one to twelve) in the province, including the component subsystems, viz., universities, colleges, institutes of technology, vocational centers, further education classes, and former colleges of agricultural and vocational education as well as the department of government responsible for these institutions or subsystems.

PROVINCIALLY ADMINISTERED INSTITUTIONS are those educational institutions which do not have their own boards of governors. Examples are the Alberta Institutes of Technology and the Alberta Vocational Centers.

RECOMMENDATIONS refers to the statements made in the Worth Report about changes that should be made in the field of education.

REORGANIZATION refers to "... development of sub-systems and administrative structures" (Worth, 1972:132).

STRUCTURES means the positions, groups, departments and divisions of an organization to provide for the division of labor (Lorsch,

1970). These are composed of STRUCTURAL UNITS.

STRUCTURAL UNIT refers to the smallest part of structure composed of persons or groups of persons defined in terms of decision, information and action (MacCrimmon, 1973). These are discussed in detail in Chapter 2.

TREND concerns the general course of past events tending to take a particular direction. Gass (1970:32) refers to educational trends as "past processes of educational growth."

WORTH REPORT or REPORT as used throughout the present document refers to the *Report of the Commission on Educational Planning: A Choice of Futures*, published by the Alberta government in 1972.

Justification for the Study

Since the commissioning and publication of the Worth Report several studies have examined it in detail. Keoyote (1973) focussed on the mechanisms and processes involved in its formulation and publication by describing tasks, organizational structures, personnel, procedures and general characteristics of the Report. He compared these processes and mechanisms to previously existing provincial activities in planning. He did not examine government policies with respect to the Report. Moore (1973) examined the Worth Report from the viewpoint of values, comparing the approaches of Friere, a "Third World" educator, and Worth, a Canadian. Values in terms of seven dimensions: orientation, context, time, scope, quantity and quality, connection to organization, and participation were examined and compared. Moore found that Friere tended to

emphasize context and participation, while Worth in his Report emphasized scope and connection to the organization. Moore did not examine government policies with respect to the Report.

Small (1972) looked in depth at the development of co-ordination between colleges in Alberta from 1950 to 1972. Although he mentions the Worth Report, he does not relate these developments to it. Other studies of implementation of specific recommendations of a previous commission report (Cameron, 1959), were carried out by Daloise (1970), Maddocks (1970) and Wilcer (1970). None of these studies looked specifically at the Worth Report in the context of educational trends in progress upon which this study is focussed.

SUMMARY

In this chapter the problem and subproblems were stated. The purpose of this study, its delimitations and limitations were delineated. Terms used in this study were defined. The justification for the study was given.

Organization of the Report

This study was an examination of the relationships between specific recommendations of the Worth Report regarding development of government policies and structure with respect to post-secondary education in Alberta.

Chapter 1 provides the problem statement and definitions. A description of the conceptual framework is given in Chapter 2. This framework and the literature review were used as a basis for the study procedures which are described in Chapter 3. Chapter 4

is a review of the literature on developments in Alberta post secondary education prior to 1968 in order to provide a context for the present study. In Chapter 5 the information pertaining to the first two subproblems of the study, concerning the time period 1968 to 1971 inclusive, is presented. Chapter 6 is focussed on the recommendations of the Worth Report on consolidation and re-organization and on the events which occurred in 1972. This information pertains to four subproblems. Developments during the post-Report period, 1973 to 1976 inclusive, are examined in Chapter 7. The last chapter summarizes the study and presents conclusions and implications arising from the study.

CHAPTER 2

CONCEPTUAL FRAMEWORK

Chapter 2 provides the conceptual framework for the study of developments of policy and structure of post secondary education in Alberta, four years prior to and four years following the Worth Report.

The systems approach is described and a definition useful for purposes of this study is presented. Various other models used in policy studies are shown to be subsumed by the systems approach since they emphasize input or output processes. The throughput process is here examined in terms of decision making. This, then, provides the basis for Thompson's systems model which is adapted to accommodate the steps involved in decision making. It takes into account existing policies and structures as well as situational factors. This adapted model provides the framework on which the methodology of the study and the analysis of data are based.

The Systems Approach

Systems theory has been used in numerous ways. One way in which it came into use was as a decision making model after World War II, developing under names such as cybernetics, information and communication theory. These studies of transformation and control essentially concern patterns of signals by means of which information is transmitted within a system and from one system to another or changed within a given system.

Systems theory also came into use as a conceptual framework for analyses in the social sciences.

The definition of system by Hall and Fagen (1968:81) gives an indication of how the systems approach can be used in research:

> A system is a set of objects together with relationships between the objects and between their attributes . . . which implies that a system has properties, functions or purposes distinct from its constituent objects, relationships and attributes.

Buckley (1967:45ff) identifies four basic aspects regarding a system in order to make the systems approach useful: system parts, system relations, system tension and system feedback. He also notes that developments in the use of the systems approach to the social sciences have been of significance. These developments have marked the transition of emphasis from ". . . eternal substance and dynamics of energy transformation to a focus on *organization* and its dynamics" (Buckley, 1967:1).

The systems approach is particularly suited to the study of policy, according to Woll (1974:50) since the policy system

> . . . can be viewed in both macro-systemic and micro-systemic terms. Macro-systemic analysis views the political system in terms of larger units within it that affect the governmental process. . . . All parts of the political system are interconnected in such a way that it is difficult to make general statements about the focal point of political power. This becomes more possible when micro-systemic analysis is employed, and the system is broken down into subsystems for the purpose of analysis.

Systems theory as applied to the policy process is unlike any other approach and according to Grant (1974:279) has ". . . already been used to advantage" in clarifying this process.

The Systems Approach and Policy Making

Although many models other than the systems approach have been developed and used to study policy and policy formulation, these models have focussed upon one aspect of the political system. Furthermore as Woll (1974:50) points out, "Within the framework of system analysis all of the previous models can be encompassed in one way or another." This was also noted by Stringham (1974) who maintained that those models other than systems emphasize one aspect of the political system and are either input- or output-oriented, while others are throughput-oriented.

Input models. Input models, based on the notion that public policy is the result of human activity, most of which takes place within a restricted group, according to Hofferbert (1970) provide a fuller understanding of the policy making process. He maintains that formal policy making is always preceded immediately by elite behavior, regardless of the pattern of inputs. Gergen's (1968) leverage model and Bachrach and Baratz' (1970) elite model are two models which evolved in the process of observing behavior with respect to policy making. According to Gergen (1968:185) policy making is a process that consists of a series of stages at which participants attempt to exert leverage in terms of power or influence in order to affect outcomes of governmental action or alternative policy choices. The decision to act is based on the perceptions of the relevance of the issue at hand to the individual person's interests and his evaluation of his ability to exert leverage. The focus of attention becomes the role of elite

behavior in determining policy outcomes. Bachrach and Baratz (1970:54) found the elite model emerge as they studied the attempted making of policy regarding the issue of poverty in America. They found the elite to be administrative personnel and influential citizens who not only possessed more information and feedback regarding the progress of a given policy, but also had more human and material resources. These elite, then, contributed to the creation of barriers such as community values which were made to operate in their favor by maintaining the status quo. Administrative procedures also contributed to non decision or token decision. Through further modification and administrative interpretation the elite were able to outwit the federal government and local interest groups proposing and attempting policy changes.

Those models emphasizing input have examined interest groups and perceptions of various types of individuals involved while the output aspect of the systems approach has been the emphasis of other writers.

Output models. Studies emphasizing the output aspect of a system have concerned implementation of policy. Smith (1973) devised a model to accommodate policy making of Third World governments. He emphasized implementation since the study of tensions in the process of implementation, he felt, also applied to developed countries such as America. Bunker (1972) suggested a three dimensional framework for assessing the nature of implementation tasks and for making strategic choices. These dimensions are agreement, power resources and issue salience. Examples of

such studies that emphasize output are Clark's (1974) program evaluation, Celly's (1975) implementation of a regional inter-governmental program and the Rand Study (Berman, 1975) on the introduction and outcomes of innovative practices in public schools of America.

Throughput models. Throughput models to examine the policy process began with input-output models. One of the most widely known is Easton's model. Easton (1965) was one of the first to devise a systems model for the analysis of the political system. The political process in Easton's model was treated as too complex for detailed examination and is accordingly put into a 'black box', allowing for throughput. Thus the relationship between input and output could be established even if the through-put process itself was not understood. Inputs could be examined in terms of demands and supports from the environment and outputs in terms of resulting actions and decisions.

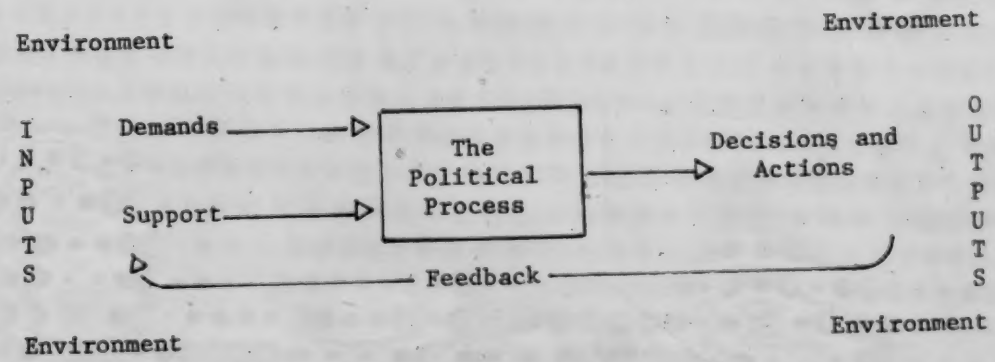


Figure 2.1

A Simplified Model of the Political System
(Easton, 1965:112)

Easton's approach of emphasizing input and output was utilized by Dye (1966) in his investigation of the outcomes of policy in the American States. Dawson and Robinson (1963) and Sharkansky and Hofferbert (1969) also used this model. Recently, however, the throughput process of the systems approach has received more attention.

Lasswell (1971), being dissatisfied with input and output studies, devised a contextual map in an attempt to cover every aspect of political activity with respect to policy. He delineated participants, perspectives, situations, base values, strategies, and effects. Dror (1968) did the same in devising his optimum model. He attempted to provide not only greater scope but also to accommodate the need for greater rationality of choice. He describes the political process as consisting of three stages: metapolicymaking, which is making policy about policy; policy making, which concerns decisions about proposed actions; and post-policy making, which is implementation.

Both Lasswell and Dror include throughput as part of their models. The process of throughput as in other studies emphasizing only throughput, is based on decision making. Essentially these two terms are synonymous.

The Systems Approach and Decision Making as Throughput

The process of decision making which is the basis for models of making and carrying out policy is a complex process that can be categorized into Sharkansky's (1972) three stages of formulation, approval and implementation.

Decision making. Mintzberg *et al.* (1976:248) define a decision as ". . . a specific commitment of resources to action" and the decision process as ". . . a set of actions and dynamic factors that begins with identification of a stimulus for action and ends with the specific commitment to action." Decision making, according to MacCrimmon (1974), is an intricate process involving choice between alternatives based on criteria for selection, which are linked to the decision maker's objectives. The possible outcomes depend upon the uncertainty in the decision environment and upon the actions available to the decision maker. The complexity of the decision process in organizations and in policy making is noted by Hall (1972:262) when he states that:

> . . . almost every position in an organization involves some decision making . . . that affect[s] the fate of the enterprise.

Simon (1964:1) says that:

> The task of 'deciding' pervades the entire administrative organization quite as much as does the task of 'doing'--indeed it is integrally tied up with the latter.

Lane (1967:128) maintains that:

> . . . from one viewpoint organization *is* a program of decisions made recurrently and concurrently at all levels and within the confines of past decisions.

The individualistic approach according to Weller and Quarantelli (1974) relies too heavily upon psychological and social psychological terms, tending to overlook social characteristics and social mechanisms such as socialization, anticipation of sanctions and exchanges of valued commodities. However, the complexities of studying group decision making has been indicated by those who have examined this subject in depth. Ofshe and Ofshe (1970) in

discussing choice situations involving groups and individuals point out the formidable task of identifying and measuring subjective value on the expected consequences of coalition choices. Burhans (1973:403) maintains that:

> Unfortunately coalition research has not progressed very far toward Caplow's goal [of generalization from the triad to large groups such as political parties and states]. Gamson's theory--the theory which seems best to explain the common findings of most game situation studies, far from being generalizable, seems to be limited to explaining the behavior of individuals in a highly restricted situation.

A middle-of-the-road approach seems to be the viewpoint advocated by Taschadjian (1974) in maintaining that whatever viewpoint is employed that a description of behavior is essential. This type of viewpoint has generally been taken by those examining the policy making process in terms of decision making.

Three stages of decision making. Many of the models of making and carrying out policy categorize decision making into stages similar to Sharkansky's (1972) of formulation, approval and implementation.

Jones' (1970) two phases of the policy process are encompassed in formulation, approval and implementation. He refers to identification, formulation and legitimation as Phase I of the total policy process. Application and evaluation is Phase II. Application and evaluation provide the basis for Phase I to begin again. Other models such as Wildavsky's (1966) budgetary process model, Simon and March's (1955) "satisficing" model and Lindblom's (1965) incremental model, although not emphasizing decision making stages, do contain them in the decision making process. Another model

which not only includes the steps in the process of decision making but also indicates the locus of key decisions is Wallen's model (Lynch, 1975; Schein, 1969). It incorporates Sharkansky's (1972) three stages: formulation, approval and evaluation.

The starting point for this process is the perception by the decision units and information units, that a problem exists. The problem is defined, solutions are considered and alternatives analyzed. A key decision, according to Schein (1969:47) is made ". . . either to reconsider the nature of the problem or to plan to resolve the problem." If the decision is to proceed, the necessary steps are taken and outcomes are evaluated. After evaluation, the decision unit may either start over again with the problem definition or replan action steps. The three key decision points then are: formulation of the problem, approval for action planning, and evaluation of outcomes.

This present study which focuses upon the development of policy and structures in post secondary education in Alberta, is more concerned with the aspects of policy formulation and approval than with policy implementation and evaluation. To facilitate this emphasis Thompson's (1976:32) community policy making model was adapted for use in this study. The adapted model, illustrated in Figure 2.2, contains the three stages in decision making as the throughput process.

The level of analysis for this study was at the provincial level which included the provincial government, the civil service and the various institutions. Boundaries for the system and subsystems were determined by their pertaining to post secondary

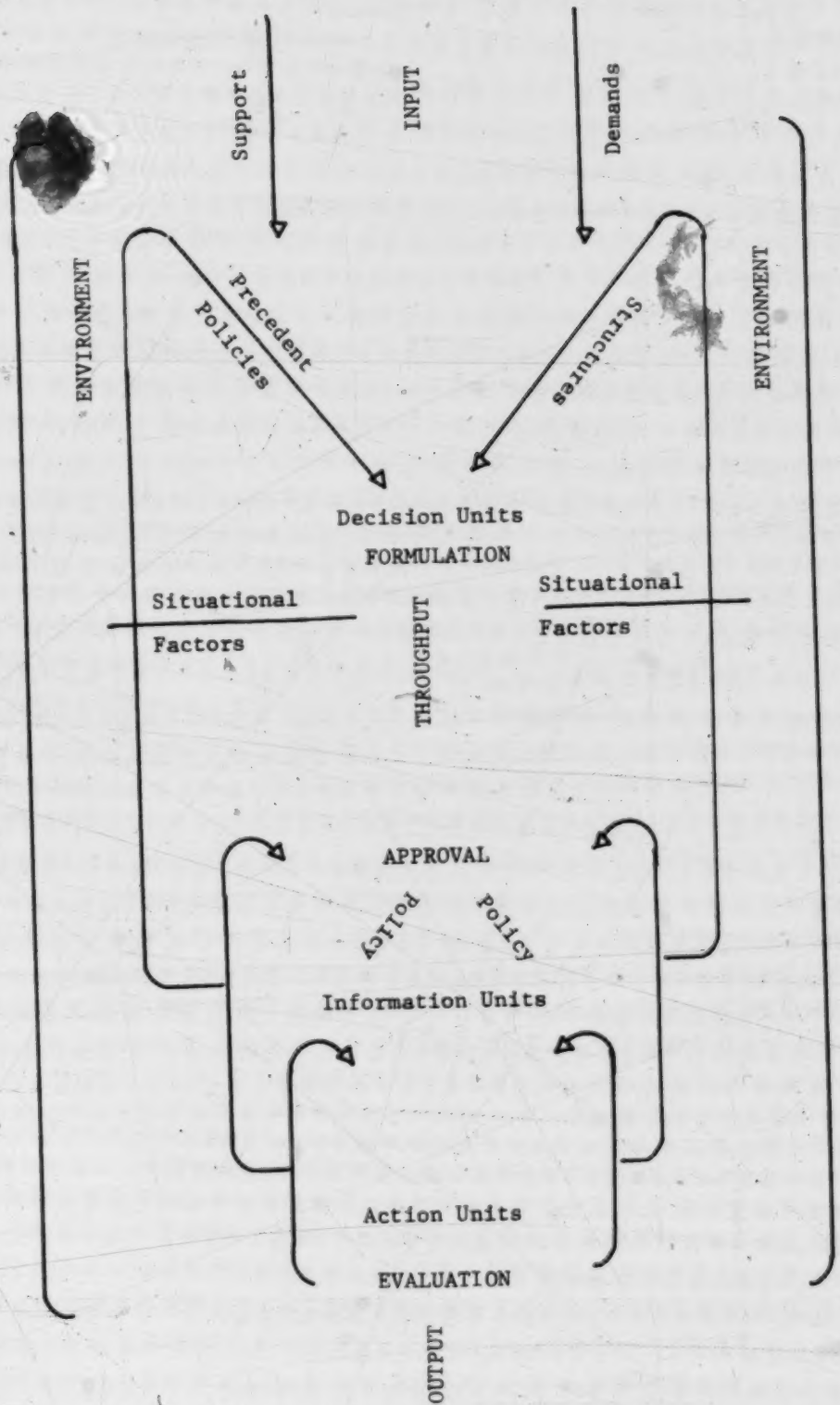


Figure 2.2. An Adapted Policy Making Model
(adapted from Thompson, 1976:32)

education in Alberta and were not defined precisely in order to accommodate overlapping boundaries. This was pointed out by Grant (1974:271):

> Overlapping boundaries is a feature common not only to the social sciences, but to most branches of learning. Moreover, in practical terms it is more fruitful to be concerned with what constitutes the central focus of the research area, rather than with trying to define boundaries with any degree of precision.

The provincial level of post secondary education in Alberta constituted the level of analysis and applied to the model illustrated in Figure 2.2.

In this model input to the system from the external and internal environments provides the demands for policy. The supports for these demands to be met also come from the external and internal environments. Whether or not supports are matched to given demands depends upon factors such as precedent policies, structures and the given issues and situational factors concerning what is to be formulated or amended.

Precedent policy here means those formal statements which provide the basis for the operation of the provincial system of post secondary education in Alberta. Precedent policies provide the basis for the operation of not only the system where is here at the provincial level, but also of the subsystems which are the different types of institutions providing post secondary educational services in Alberta.

Structure here means the organization of the units into divisions, departments and branches according to the assigned task.

The units of decision, information and action function within the process of decision making.

Situational factors which influence policy formulation and approval pertain to information about a given issue. These factors are not always self evident and such content of policy may be confused with the policy process according to Ume (1977:24). Feedback is provided at each stage of decision making, for instance, feedback for formulation of policy is provided by the information units. Part of the information, in turn, is supplied by the action units at the subsystem or institutional level where policies are implemented. Evaluation of practices based on provincial policies provides feedback to the system.

Formulation of policy, then, is influenced by demands for services, available supports, precedent policies and existing structures. It is also influenced by situational factors pertaining to the issue. Approval of policy, the second stage of decision making, provides the formalization and legitimizing of policy. The system now has authority to engage in action, to implement and to evaluate policies.

SUMMARY

The conceptual framework selected for this study to facilitate examining the policy making process with respect to post secondary education in Alberta was the systems approach. To analyze the policy making process Thompson's systems model was adapted and the three stages in decision making were incorporated.

These were formulation, approval and evaluation. The system was defined as operating at the provincial level which included aspects of government, the Legislative Assembly and executive; the area where the decision units function. It also included those members of the civil service who are associated with the post secondary sector, especially the Department of Advanced Education and Manpower. It is at the system level where most of the information units function, utilizing feedback from the subsystems. This study concerned chiefly that aspect of the process which pertained to the first two stages in decision making: policy formulation and approval.

CHAPTER 3

METHODOLOGY

The problem under study here was stated in Chapter 1. The systems approach which is the conceptual framework was given in Chapter 2. This chapter describes how the information on policy developments and structural changes affecting post-secondary education in Alberta during 1968 to 1976 was analyzed.

Chapter 3 begins with a justification for the use of the historical case study. Major categories devised for analysis were based on the chronological approach. A description follows of how the content was categorized according to parts and how these parts were examined in terms of types and functions. Relationships between the parts, their nature and functions are dealt with in Chapters 5, 6 and 7.

The Historical Case Study

Hofferbert (1974:89) observes that most of the books and articles written about the policy process are case studies. He defines a case study as an in-depth examination of a particular instance of something. Explanatory case studies, he continues, usually pertain to both the processes of policy making and the substance of the policy itself; the object being to illuminate the processes by which policies are formed and the forces operating on the behavior of policy makers. Although there are problems associated with the case study method, numerous case studies have

become standard references. Kerlinger (1964:698) describes this form of research as:

> . . . critical investigation of events, developments and experiences of the past, the careful weighing of evidence of the validity of sources of information on the past and the interpretation of the weighed evidence.

He further maintains that such research is important in education, which is in line with Quade (1975:181) when he states that problems of urban development, welfare and education are frequently of the type ". . . for which analytic models have not been developed or even conceived."

Because this study concerned the development of policies and the related changes in structures in post secondary education in Alberta, it was a study of some aspects of the policy process. The methodology chosen was descriptive-historical which utilized the case study method in a systems approach.

Analysis of Data

The foci of analysis for this study were:

1. the recommendations of the Worth Report pertaining to the governing structures in the field of post-secondary education in Alberta,
2. the policies pertaining to such structures, and
3. the structures themselves.

In order to examine the relationships among them, two distinct periods of time were used: the four years immediately preceding the publication of the Worth Report in 1972, and the four years immediately following the publication of the Report in 1972, as set out in Table 3.1.

TABLE 3.1

BREAKDOWN OF TIME PERIODS ASSOCIATED
WITH THE ANALYSES OF THE WORTH REPORT RECOMMENDATIONS

The Worth Report		
Calendar years 1968-1971 inclusive	Calendar year 1972	Calendar years 1973-1976 inclusive
Description and analysis of policies and structures	Description and analysis of policies and structures for 1972	Description and analysis of policies and structures

The procedure for analysis of data involved categorizing the various policy formulation elements and structural units by calendar years. Each period of time had four years, and each year was comprised of policy formulation elements and structural units in terms of function and relationships. The steps or stages in the decision process of formulation, approval and evaluation described in detail in Chapter 2, provided the conversion or throughput process of the systems approach. The relationships of the various units and elements were reconstructed. Interaction and information exchange with respect to function were noted. A description of this process, continued through the nine calendar years, was related to the two recommendations of consolidation and reorganization of post secondary education in the Worth Report. Any information that pertained to the two recommendations was treated as policy formulation elements; any person or group of persons directly

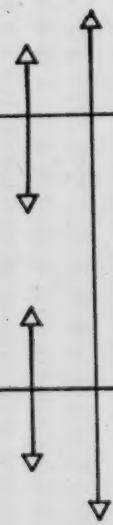
involved was treated as a unit, thus providing the parts for analysis as needed in the systems approach. The analysis grid is summarized in Table 3.2 and the various items comprising the grid are delineated below.

Policy formulation elements were those statements, proposals, suggestions and ideas that provided input to a given issue which needed a solution and hence, a decision. In this instance, the issues concerned reorganization and consolidation of structures in the system of post-secondary education in Alberta as defined in the Worth Report, and as examined in depth in Chapter 6. These policy formulation elements in some cases were former legislation, in some cases *ad hoc* suggestions by Ministers or civil servants which were recorded, and in some instances proposals worked out by various information units. Any material that was public, that was pertinent, and that could be found was incorporated. The policy formulation elements according to their nature were put into three types: symbolic, intended and actual.

The symbolic type of policy formulation element (Cox and Jacobson, 1973) was here regarded as a gesture of support but not resulting in definite plans and actions. Moral support or consideration of a problem are examples. The intended type of policy formulation element (Stufflebeam *et al.*, 1971) included those suggestions and proposals which were to be considered seriously as part of a larger policy or in the process of replacing another existing policy in part or in whole. Proposals are examples of this type and are the content of what concern the information units. The

TABLE 3.2

SUMMARY OF ANALYSIS

Elements or Units	Nature	Function	Relationship
Recommendations	"broad policy statements": Proposed 1. consolidation 2. reorganization	provision of accessibility of information for choice to legislators, advising	
Policy Formulation Elements	1. symbolic 2. intended 3. actual	supporting - integrating - co-ordinating - articulating non-supporting publicizing	
Structural Units	1. information 2. decision	advising planning choosing	

actual type of policy formulation element (Stufflebeam *et al.*, 1971) was regarded as one which reflected a choice that had been made. These statements were policies that were to be implemented, which were made by the decision units.

The functions of the policy formulation elements were supporting, non-supporting or publicizing. The supporting function (Bachrach and Baratz, 1970) had to do with the provision of means for carrying out accepted practices and policies. The supporting function could be integrating, co-ordinating or articulating. The support integrating function concerned the opening of subsystem boundaries to absorb other institutions, such as the agricultural and vocational colleges being integrated into the college subsystem. The support co-ordinating function had to do with the meshing and matching of needs of the system and the services which the system was prepared to provide. The support articulating function concerned the flow of students, admissions and transferability of credits. The non-supporting function had to do with lack of active support or the creation of barriers (Bachrach and Baratz: 1970). The publicizing function pertained to making known and public information to further the image of a given political party or politician.

Policy formulation elements were classified as three types in nature, according to the first two stages of decision making: symbolic, intended or actual. These were examined in terms of functions: supporting, non-supporting or publicizing.

Structural units were those persons or groups of persons who occupied positions within the organization and institutions under study. Only those units related to policy development as it pertained to the two recommendations of reorganization and consolidation were used in the analysis. The units were of two types: information and decision. These pertained to the first two stages of decision making used in this study, of formulation and approval. The information units were those persons and/or groups who collected data and planned proposals. The decision units were those persons and/or groups of persons whose approval was needed for a plan or proposal to be put into action. From the provincial viewpoint these units consisted of the Ministers, the Cabinet, the Lieutenant Governor and/or the Legislative Assembly.

Structural units under study here consisted of information and decision units which related to the first two stages of decision making, namely formulation and approval. These structural units functioned in terms of advising, planning and choosing. The advising function had to do with giving of advice only. The planning function concerned processing of relevant data to provide the basis for operationalization of a given policy. The choosing function had to do with the making of a choice between alternatives. Structural units of information and decision functioned as advising, planning and choosing according to the stages of decision making: formulation and approval.

The recommendations of the Worth Report specifically related to reorganization and consolidation were the foci of this study, providing the starting point. Consolidation dealt with

the transferring of educational programs under the responsibility of other government departments to the Department of Advanced Education. Reorganization was the developing and changing of system or civil service, and subsystem or institutional structures. Statements about the recommendations of consolidation and reorganization were regarded in this study as broad statements of policy formulation elements.

Analysis was carried out by placing policy formulation elements and structural units in chronological order of development. The nature and function of these elements and structures were described. The relationship between them was examined in terms of the conceptual framework described in Chapter 2, using the decision steps of formulation and approval, the situational factors, demands and supports. Criteria for including information on demands, support and situational factors were based in the degree to which the information was relevant, in the degree to which this information contributed to an understanding of the developments under study, and in the degree to which the information could be adequately documented.

SUMMARY

The historical case study method was described and reasons why the methodology was used in examining policy and structural developments four years prior to and four years following the Worth Report, were stated. Description provided a more adequate basis for references regarding variables needing investigation.

The procedure by which policy formulation elements and structural units were categorized for analysis according to nature and function was described. The types of elements and units were based upon formulation and approval, the first two stages of decision making incorporated into the conceptual framework and were described in the previous chapter.

CHAPTER 4

CONTEXT OF POST SECONDARY EDUCATION IN ALBERTA PRIOR TO 1968

In this chapter a background is provided to establish what existed before 1968 in the system of post secondary education in Alberta, before developments are examined in policy and structure that relate to the recommendations of the Worth Report under study here.

The literature relating to the recommendations of the Worth Report has been categorized as follows: that body of literature pertaining to studies of the 1959 Commission on Education in Alberta, that pertaining to educational trends, social forces and changing attitudes toward education, and that pertaining to the historical development of the post secondary system of education with particular emphasis on policies and structures.

STUDIES ON THE 1959 COMMISSION ON EDUCATION IN ALBERTA

Daloise (1970), Maddocks (1970), and Wilcer (1970) examined the extent of implementation of several recommendations of the 1959 Alberta Royal Commission on Education. The three studies served to give some indication of the effects which the Commission recommendations of 1959 had on developments in the fields of basic and post secondary education. They examined the extent to which the forces or factors which gave rise to the recommendations were present a

decade after the Report was completed and they delineated the extent of implementation of the various recommendations.

These studies identified three major issues: (1) administration and organization of education; (2) central control of education; and (3) teacher supply, preparation and payment. For purposes of the present study the generalization drawn from these studies are of greatest relevance. These were:

1. recommendations which reflected already established trends in policy or practice, or which suggested a course of actions where no feasible alternative could be devised were likely to be implemented (Wilcer, 1970:114; Maddocks, 1970:172; Daloise, 1970:128);

2. recommendations which senior officials of the Alberta Department of Education perceived as being feasible or as being favorably received by the public were likely to be supported by them (Daloise, 1970:127; Maddocks, 1970:172; Wilcer, 1970:114);

3. recommendations viewed by senior officials in the Department of Education as having no benefit for the public or as having interests contrary to the interests of the stakeholder groups (for example, Alberta Teachers' Association, Alberta School Trustees Association) were either disregarded or opposed (Maddocks, 1970:173; Wilcer, 1970:116);

4. recommendations not clearly directed to particular groups, such as teachers, for implementation, and ones which were not clear in their intent were not likely to be implemented (Daloise, 1970:128; Maddocks, 1970:173,174);

5. recommendations were more likely to be implemented if social, economic and educational conditions were supportive of the proposed changes (Daloise, 1970:114; Wilcer, 1970:123,127).

EDUCATIONAL TRENDS, SOCIAL FORCES AND CHANGING ATTITUDES

The second body of literature pertains to educational trends, social forces and changing attitudes to education during the period prior to 1968.

Educational Trends

The literature on educational trends has been growing recently as a result of increasing planning for change in the field of education. Mood (1973:1) captures the difficulty of taking advantage of trends by stating:

> . . . one can identify numerous trends and undercurrents which, if they persist, would bring about radical changes in society, but which ones are going to persist and which ones are going to fade away?

It is commonly acknowledged that some trends in post secondary education are prevalent throughout the western world. Perkins and Israel (1972:3) list four trends as dominant: the drive for co-ordination which concerns more effective use of resources, physical expansion, the knowledge explosion, and towering costs. Others which they identify as less important are the increasing reliance on public funds; increasing demands for accountability; and attempts to harmonize the interests of

students, faculties, administrators, government and general public. They note that these trends have led to the

> . . . critical concern for achieving balance between needs for funding, planning and co-ordination on one side, and the needs for independence, freedom to innovate and internal flexibility on the other (Perkins and Israel, 1972:3).

These types of concerns and problems are found throughout the western world of which Canada is a part.

The individual provinces have been responsible for public education since Canada emerged as a nation in 1867. Population expansion and a growing need for educational services created problems for provinces particularly after World War Two. Wells (1966:293) noted trends and problems facing provincial systems of post secondary education which were:

> . . . a reflection of increasing enrollment and of increasing demands for highly trained personnel. New institutions are being established. . . . A further trend seems to be towards increasing undergraduate and graduate specialization, rather than providing broad general or liberal arts education.

To accommodate the demands for more facilities and specialization, governments, both provincial and federal, provided increased grants and funding. Mayo (1969:56), in examining the relationship between universities and governments, noted that a predominant trend in Canada was increased government probing into institutional affairs before and after granting money. He noted that universities in particular became increasingly wary of government probing and increasingly suspicious of governments with respect to academic freedom.

The funds from federal and provincial governments provided the means for expanding the system of post secondary education in

Alberta. The Life-long Educational Task Force: Interim Proposals (Worth, 1971:49) noted that ". . . technological institutes [tend toward becoming] general all-purpose colleges and four year colleges [tend to become] full-scale universities." This form of expansion would probably not have taken place without interest on the part of both governments, although federal interest has often been interpreted as an intervention. For example, Dupre *et al.* (1973:215) examined the federal role in Ontario's post secondary system during the decade of the '60's, calling it an "incomplete episode", illustrating that policies were not implemented as assumed; that decisions made in federal and provincial capitals did not necessarily ". . . sift down to those whom they were meant to govern." They also stated that federal conditional grants tended to skew provincial priorities. Hodgson (1974, 1976) examined the same issue in Alberta, viewing the ever-increasing federal role with misgivings. However, the response of the provincial government of Alberta and particularly of the Department of Education to federal grants was positive. The Honorable R. McKinnon, Minister of Education between 1964 and 1967, in an undated speech noted that Alberta was not in a position to provide all the funds it needed, nor did it have the national perspective as to Canada's need for skilled manpower. Alberta willingly accepted federal grants, using all the funds made available by the federal government. For example, Bryce (1970:140) wrote with respect to federal assistance for vocational education at both the secondary and the post secondary levels:

> The [*Technical and Vocational Training Act*] came into effect on March 31, 1961 and expired six years later in 1967. During these six years over *one billion dollars* was expended on capital projects alone under the cost-sharing provision of the Act. . . . The magnitude of the expenditures is indicated by the fact that contributions to Alberta alone during the 1961-67 years reached approximately eighty million dollars. This amount was twice that which the Federal Government had allotted to all of Canada for a ten year period under the terms of the agreement immediately preceding the new Act.

The major trend evident in the field of post-secondary education in Canada was the tremendous growth in facilities and specialized instructional services. Spiraling costs and the need for general expansion in post secondary education seemed never-ending. The federal government provided the provinces with increasing amounts of money for post secondary education, particularly funds to be used in training skilled manpower. This intervention by the federal government contributed directly to expansion in this field.

Social Forces

Social forces that influenced education in Alberta according to Hanson (1972) were the increasing population and a buoyant economy. He notes (Hanson, 1972:9) that whereas in 1951 the total population of Alberta was 940,000, in 1961 it was 1,332,000--an increase of 41.9 per cent in that decade. The 1960 projections for enrolment in the systems of basic and post secondary education in Alberta, ". . . went straight up" according to T. C. Byrne, former Deputy Minister of Education, interviewed March 15, 1977. Looking back to the decade from 1960-1970 Hanson (1972:31) noted

that the total enrolment in the post secondary system in Alberta did in fact increase from 9,800 in 1960 to 42,300 in 1970.

Besides the great increase in population, economic conditions contributed to changes in education. After World War II, Alberta experienced a long and sustained period of economic growth which directly influenced the expansion of its post secondary education system. This economic expansion provided the means for financing educational expenditure requirements. Hanson (1972:3) in describing the relationship states:

> . . . the rapid expansion and growth of the Alberta economy during the past two decades is attributable mainly to the extensive development of the petroleum industry which has discovered and developed a number of major, as well as minor oil and gas fields in the province since 1947. Future growth of the Alberta economy is largely contingent upon further investment by this industry in the Province and in the Canadian North, as well as upon the development of associated manufacturing, transportation and research activities. During the past two decades production has been increasing substantially in agriculture, but the number of persons employed [in agriculture] has declined.

The amounts spent on the post secondary system of education in Alberta, according to Hanson (1972:33) increased in the half decade from 1961 - 1965 by 60 per cent. Most of these increases in funds were earmarked for universities; the non-university subsystems received 18 of the 82 million dollars, 21 per cent of the total allocated to post secondary education. Increasing population and an economy that supported increasing needs for education marked the period prior to 1968.

Changing Attitudes

Other economic factors such as decreasing employment opportunities for university graduates and the increasing salaries for technically trained manpower contributed to a shift in attitudes and consequently to a shift in high school retention rates. These factors in turn meant that the enrolment in non-university subsystems increased.

Zsigmond and Wenaas (1970), in examining enrolments in educational institutions from 1950, identified a relative shift in post secondary enrolments. Enrolments in the "other post-secondary" or non-university subsystems rather than the university subsystem tended to attract the bulk of post secondary students. They noted that this shift was related to increased retention rate in high schools. Munroe (1974:211) explains the increased participation rates in the post secondary system:

> During the 1960's Canadians showed a deep commitment to education. They attended schools and universities in greater numbers and they more than quadrupled their spending in educational budgets. Moreover there were indications that they had begun to realize that education is not a brief experience concentrated in childhood and youth but a life-long process; and that, in modern times it cannot be reserved for a privileged elite but must be made accessible to everyone. . . . Proof of this commitment may be found both in the rising participation rates and in the proportion of the GNP devoted to education. In 1951-52 only 57.5% of the age group between 5 - 24 was in full time attendance at educational institutions. Twenty years later, in spite of a declining birth rate, full time enrollments have continued to grow and the participation rate of the same age group has reached an estimated 72%. Even more significant, however, is the change in the pattern of enrollments. Today all students continue their studies into high school and many more at the adolescent group are in full time attendance at college and university.

Long (1972:28,29) related the high school retention rate not only to changes in attitudes towards a longer period of education

but also to a change in occupational pre-requisites that were associated with technological changes in the country. He states:

> Because occupational achievement was now more than ever before determined by formal education, new demands were placed on educational institutions. . . . The impact of these related changes during the 1960's was a transformation of the educational system: a fundamentally different educational fare was provided in the form of community colleges.

Attitudes toward education seem to have become substantially more positive in the decade or so prior to 1968. Not only was more education required by potential employers but also more advanced education and a greater variety of programs were sought by secondary and post-secondary students.

Alberta's post-secondary system of education, consisting of the subsystems of universities, public junior colleges, agricultural and vocational colleges, technical institutes and vocational centers was affected by increasing population, a buoyant economy and changing attitudes.

HISTORICAL DEVELOPMENTS OF ALBERTA'S POST-SECONDARY SYSTEM OF EDUCATION

The development of Alberta's post-secondary system of education before 1968 pertains to developments in policies and structures.

Pre-1968 Policies

The first body of literature related to studies on the Commission on Education of 1959; the second related to trends in post secondary education. The third body of literature related to developments in the Alberta system of post-secondary education

prior to 1968. The system is divided into somewhat distinct subsystems, namely, universities, junior public colleges, agricultural and vocational colleges, technical institutes and vocational centers. Developments in each of these subsystems are discussed below.

Universities. The University of Alberta was established at the beginning of the century, a period according to *The University of Alberta, 1908-1933* (1933:15) which will stand out in history as ". . . constructive in social planning." A great influx of population occurred during the pioneering stages and although most other provinces' universities were church-affiliated colleges at first, the University of Alberta was formed independently of any other institutions and was without church affiliation. Planning without commitment or obligations to a specific stakeholder group was considered a definite advantage.

During the first session of the Alberta Legislature in 1906 an *Act to Establish the University of Alberta* was passed. On September 28, 1908 the University opened its doors. In 1911 the Board of Governors took charge of its business affairs and the University Senate was given responsibility for overseeing the academic work. The Board of Governors was to consist of the Chancellor, the President of the University, and the Chairman who, with other members, was appointed by the Lieutenant Governor-in-Council. Close linkage was secured between the Senate and the Board of Governors by the joint appointments which were made to both bodies. These were: the Chairman of the Board of Governors,

the Chancellor and the President. To take advantage of the province's natural resources, a variety of faculties were organized, among them a department of agriculture because of the feeling that the future of the west depended primarily upon the proper utilization of the soil. To maintain a relationship with all parts of the province, a university extension service was established in 1912. During this time the university was seen as being an institution with a long-range perspective, one which, according to the aforementioned history of the University of Alberta (The University of Alberta, 1908-1933, 1933:14), would ". . . not permit itself to be too seriously affected by the difficulties of the moment."

Little expansion took place in the 1930's. Pressures for expansion followed World War II and the next two decades were a period of vigorous growth. According to W.E. Hodgson, after 1945 a branch of the University of Alberta developed in Calgary from the old Calgary Normal School. During 1950 the Calgary campus was created as a satellite campus to the University of Alberta. In 1966 it achieved full university status at which time the Alberta Universities Commission was created by *The Universities Act*. By Order-in-Council 2272 on December 6, 1966 the University of Lethbridge was created. The Order became effective January 6, 1967. According to information gathered at an interview on March 1, 1977 with former Chairman of the Universities Commission, W. H. Swift, the Universities Commission was created because the direct contact with government enjoyed by the University of Alberta was seen as no longer feasible nor desirable since the two universities would be competing for government attention and funding.

The Commission was to consist of the Deputy Minister of Education, the Deputy Provincial Treasurer, and six other persons plus a full-time Chairman, all of whom were appointed by the Lieutenant Governor-in-Council (*Universities Commission Annual Report*, 1967:5). The Commission was used not only as an intermediary between the government and the universities but also as an interpreter of provincial objectives. It served as a co-ordinator of university development to influence the universities to conform to provincial objectives insofar as possible. It was given power to recommend levels of operating grants and allocation of funds for new programs and services. Outside of the financial domain, however, universities in Alberta have governed themselves, by means of provincial legislation which provides for:

1. a board of governors with powers to establish its own administrative and executive organizations,

2. an academic body (General Faculties Council) which oversees and gives direction to academic policies of the institution, and

3. committees and councils involved in planning, consultation and decision making.

Autonomy with respect to academic policies and standards was granted the universities, in particular with regard to admission and graduation regulations and the appointment of staff. It should be noted that there was definitely ". . . a lack of liaison between colleges and universities according to an internal publication of the Department of Advanced Education titled, "Transfers Arrangements and Practices" (1971:5).

In summary, during the period prior to 1968 the university subsystem which had earlier consisted of only one institution, the University of Alberta, became a somewhat more complex organization with the establishment of two more universities, the University of Calgary and the University of Lethbridge. The Universities Commission was established to co-ordinate the activities of the three universities, to act as an intermediary between the government and the universities, and to act as an interpreter of provincial objectives.

Public Junior Colleges. In 1957 the first public college, the forerunner of the University of Lethbridge was established in Lethbridge under the provisions of *The School Act*. In 1958 *The Public Junior Colleges Act* provided for junior college affiliation with the university and for partial support of the colleges by local taxation. The *Act* was amended in 1967 to establish a Provincial Board of Post Secondary Education. This Board, chaired by G. L. Mowat, who had earlier been vice-chairman of the 1959 Alberta Commission on Education and was then a university professor, was given a mandate to examine provisions for post secondary education in Alberta. The mandate given this board did not include the universities which had already been organized under the Universities Commission. In *A Summary Statement of Proposals, 1967*, the seven recommendations of this Board to the then Minister of Education, the Hon. R. Reierson, and the Cabinet were:

1. to establish one provincial college system,
2. to determine admission standards,
3. to separate the administration from public school systems,

4. to provide colleges with public funds,
5. to establish boards of governors for the five junior colleges, agricultural and vocational colleges and the two institutes of technology,
6. to establish a Colleges Commission, and
7. to provide that a board of governors might have jurisdiction over more than one campus.

The Cabinet agreed to all proposals with the exception of the one pertaining to boards of governors for all these institutions. It was decided that:

> Public junior colleges will be placed under the direct administrative control of boards appointed by the Lieutenant Governor-in-Council, but for the time being institutes of technology and agricultural and vocational colleges will continue to be under the Department of Education and the Department of Agriculture, respectively, for purpose of their direct administration. Institutes of technology and agricultural and vocational colleges will be co-ordinated with the college system as a whole in keeping with the recommendation of the Provincial Colleges Commission to the Ministers responsible for their administration.

Public junior colleges prior to 1968 being partly supported by local school taxes through the school boards received government attention when plans and recommendations were asked to be formulated by the Provincial Board of Post Secondary Education in order to devise a college subsystem for Alberta.

Agricultural and Vocational Colleges. The agricultural and vocational colleges had their beginning when Dr. Henry Marshall Tory, President of the fledgling University of Alberta, saw that agricultural training was needed and that such institutions would serve as feeders for the University. At the time of their establishment in 1913, these agricultural and vocational colleges were called schools and the first classes were held in Claresholm, Olds and Vermilion. During the 1920's, according to Birdsall (1975),

additional schools were opened only to be closed during the depression, including Claresholm. In the late 1940's a third school was built at Fairview. During the 1950's and 1960's facilities in the three existing schools began to deteriorate. Government interest and support were lacking. Harry E. Strom, M.L.A. for Cypress, was one of the most influential in publicizing interest for these agricultural schools, particularly when he became Minister of Agriculture in 1962, as Birdsall (1975) notes. This can also be seen by the frequency with which Mr. Strom's name appears in minutes of meetings of the Board of Agricultural Education. Under his leadership the agricultural schools began to change to provide more comprehensive programs.

In 1967 *The Agricultural Schools Act* was revised to become *An Act Respecting Agricultural and Vocational Colleges* (Chapter 3). Included in this revision was the change of the Board of Agricultural Education to the Board of Agricultural and Vocational Education. The Board of Agricultural and Vocational Education thus established, had as its board members:

1. the Minister of Agriculture,
2. the Deputy Minister of Agriculture,
3. the Dean of Agriculture of each university under *The Universities Act* having a faculty of agriculture,
4. the Director of the Division of Extension and Colleges, Department of Agriculture, and
5. nine other members:
   1 - Alberta School Trustees Association,
   1 - Alberta Association of Municipal Affairs;
   1 - Association of Federal Agriculture,
   1 - Farm Women's Union of Alberta,
   1 - Alberta Women's Institute,
   1 - Agricultural and vocational colleges alumni,
   3 - members-at-large.

The duties of this board included giving advice regarding matters such as curriculum, course prescription and co-ordinating of agricultural programs provided by high schools, agricultural and vocational colleges, universities, and so forth. The Board of Agricultural and Vocational Education was influential in devising policy. In 1967 Mr. Strom expressed thanks on behalf of the Department of Agriculture ". . . for the part the Board has played and is playing in developing Agricultural Policy for the Department." (Minutes of the June meeting of the Board of Agricultural and Vocational Education).

Throughout this time the Department of Education had been ready to absorb the governance of the agricultural and vocational colleges but because they were looked upon as excellent schools for students with limited ability and for those who were behavioral problems, the Department of Agriculture refused these overtures. Discussions were carried on as to how the agricultural and vocational colleges might fit into the expanding college subsystem. *

In summary, the early agricultrual schools enjoyed a period of growth. Lack of attendance and funds forced some of these schools to close, while those in operation were neglected. Physical facilities deteriorated and programs remained unchanged. Recognition of needed change was brough to the attention of the public when the Hon. H.E. Strom undertook to change the status of the agricultural schools to agricultural colleges. Legislation not only provided a name change but also made provision for better programs and appointed a borad drawn from a broader background than the previous one.

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* This was not necessarily perceived to be the case by all other subsystems.

Technical Institutes and Vocational Centers. Formal vocational education in Alberta had been carried out both inside the basic education system and outside of it. The first formal vocational education began with manual training classes. These classes were financed by the Macdonald Foundation at the turn of the century when Alberta was part of the Northwest Territories (*Curriculum News*, Alberta Department of Education, 1963).

Alberta's first technical institute outside of the basic system of education began operation in 1916, in Calgary. From the beginning it was meant to be a center emphasizing the fine arts, but because of the need for training the returning veterans after World War Two, more vocational programs were offered. This is noted in its "Brief to the Commission on Educational Planning" (1970).

Technical institutes and vocational centers have from the beginning been controlled directly by the Department of Education. Essentially they have been regarded as:

> . . . educational facilities whose programs are for persons who are adults and who are no longer in the basic education program of elementary and secondary schools, and whose purposes are to seek educational training with a technical vocational bias. (*Western Region Report*, 1975:5).

Developments in the technical and vocational subsystems began after 1950 when there was a need for skilled production workers. During the 1960's various *ad hoc* arrangements and specialized programs emerged chiefly under the initiative of the Alberta Department of Education. These initiatives were supported by federal funding which began in 1939 with *The Youth Training Act* and were generally outside of the basic system of education in

Alberta. A total of nine different agreements were worked out between the two levels of government during this period. The most significant, according to Villet (1972) and Bryce (1973), was *The Technical and Vocational Training Agreement* which came into effect in 1961 and terminated in 1967. The Division of Vocational Education of the Alberta Department of Education provided the administrative services, the training facilities, and instructional services. The Federal Government provided a portion of the funds.

The Department of Education attempted to organize the vocational aspect of education by making provision for an increasing number of vocational courses in composite high schools. Many of the funds for these schools and courses were supplied by the federal government.

For some time the role of the composite high school as the vehicle for providing vocational training had not been questioned. But, according to T. C. Byrne (1965:2), then Deputy Minister of Education, the Department realized ". . . that we are now in a period of agonizing re-appraisal." This agonizing re-appraisal according to the Hon. R. McKinnon, Minister of Education, 1964-1967 in an updated speech, concerned the difficulty of providing the right technical electives so that federal funds could be used. Acquiring funds presented no problem, providing the right courses were devised. The Minister in this speech, as well as J. Mitchell, former Director of Vocational Education during an interview, indicated that planning for vocational education in the Department of Education was generally directed toward composite high schools.

Adult training centers offering special courses, for the purposes of getting funds from the federal government, had been named Canadian Vocational Training Centers, according to Villet (1972). In 1965 this name was changed to Alberta Vocational Training Centers (AVTC). AVT Centers were established in Edmonton, Calgary and Fort McMurray. These were in operation just prior to 1968 at which time Grouard Vocational School was under consideration to receive the status of an AVT Center. Short term courses given in isolated communities were expected to contribute to the development of Community Vocational Centers.

The federal government with the consent of the provincial government, according to the former Minister of Education, R. Clark on February 24, 1975, established Alberta Newstart, Incorporated, in Lac La Biche, in the fall of 1967. This was a privately incorporated, but publicly funded agency. Its main function was to conduct research into the ways and means of preparing untrained adults for employment, as noted in its submission to the Worth Commission (1970). Alberta Newstart, Incorporated established experimental training facilities at Kikino, Lac La Biche, Janvier and Fort Chipewyan. In the late 1960's also, as noted above, plans were being developed by the Division of Vocational Education to broaden vocational educational programs in composite high schools. According to J. Mitchell, former Director of the Division of Vocational Education, the problems of providing services and programs that were needed, the complexities of funding and the increasing pressure from more and more localities created a very difficult situation. It was a situation the extent of which the

Department of Education had not anticipated. Long term plans were not fully developed under these circumstances.

Vocational education in Alberta became increasingly fragmented as federal funds were made available, as Steinberg (1965:21) observed. Numerous programs were devised to fit the needs of the variety of localities. Some programs became part of the basic educational curriculum in the high schools, while some were devised to meet temporary needs. Attempts by the Department of Education to devise comprehensive provincial plans for vocational education faced increasing complexities and unforseen difficulties.

The system of post secondary education of universities, public junior colleges, agricultural and vocational colleges, technical institutes and vocational centers, was subject to numerous developments and changes. The university subsystem expanded, creating a need for a new governing body which was named the Universities Commission. The public junior colleges seemed to be an extension of high school education under the jurisdiction of the local school boards. Prior to 1968 the government paid particular attention to creating a subsystem for such colleges throughout Alberta. The Provincial Board of Post Secondary Education was given a mandate to make plans for the college subsystem. Agricultural and Vocational Schools having been neglected for some years by the provincial government enjoyed a comeback under the leadership of Hon. H. E. Strom, Minister of Agriculture. As indicated earlier, it was largely through his efforts that these schools became colleges in name and in program. Technical and vocational education was given impetus by federal government

funding. This help was welcomed and probably needed in Alberta. The Department of Education through the Division of Vocational Education attempted to co-ordinate federal and provincial plans in order to create an operational and comprehensive subsystem through secondary schools and some provincially operated schools. It became increasingly apparent that the complexities of the situation were much greater than at first had been assumed.

Pre 1968 Structures

The structure of post secondary education in Alberta changed with the policy developments outlined above. Expansion of services created need for more structures and for more elaborate structures. These changes, however, were largely dependent upon how the funds made available for education were allocated within the province.

The post secondary system of education prior to 1968 was under the dual leadership of the Minister of Education and the Minister of Agriculture, as depicted in Figure 4.1.

The Minister of Education, through the Deputy Minister, was responsible for several divisions providing services to basic education, and for one division which provided services to vocational education. The Division of Vocational Education administered federal funds and provided training programs through the Alberta Vocational Training Centers and the two Institutes of Technology. The public junior colleges, at first sponsored by local school boards, were by 1968 associated with the universities through affiliation which provided for transfer of some credits. This rapidly developing college subsystem was being examined by the

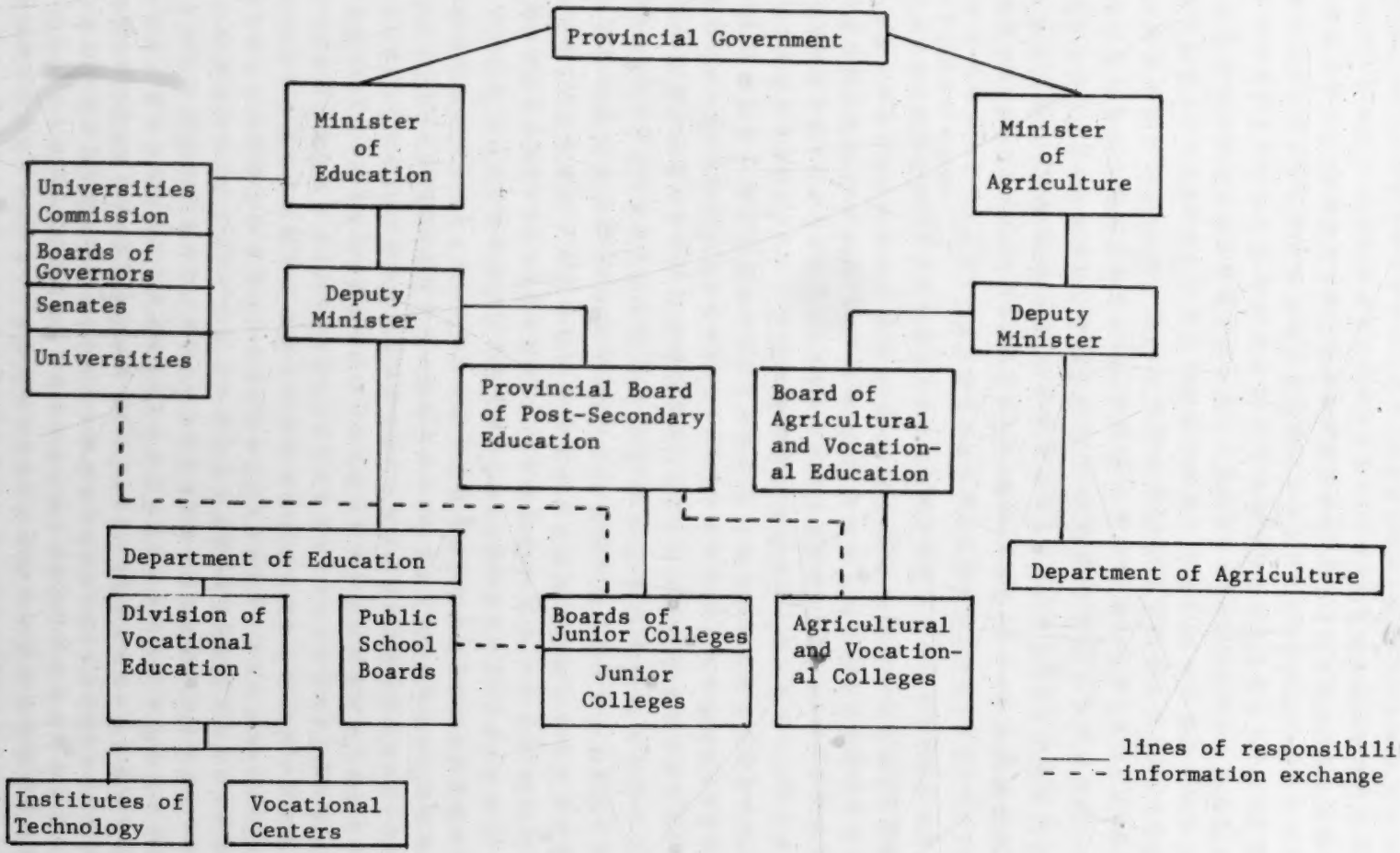

Figure 4.1. Structures of Post-Secondary Education in Alberta Prior to 1968

Sources: *Report of the Public Expenditures and Revenue Study Committee*, Province of Alberta, 1966; and *Annual Reports of the Department of Education*, Alberta, 1965, 1966, 1967.

Provincial Board of Post Secondary Education which was concerned about how to rationalize a provincial college subsystem. The Provincial Board of Post Secondary Education at first functioned in an advisory capacity. It performed some of the tasks that the future Colleges Commission later assumed, such as the granting of funds. Proposals for these funds were presented to this Board by individual colleges.

The Minister of Agriculture through the Deputy Minister and the Board of Agricultural and Vocational Education was responsible for the agricultural schools which by 1968 had become Agricultural and Vocational Colleges. Exchange of information between the Departments of Education and Agriculture was assured by the composition of the Board of Agricultural and Vocational Education. One of the members of this board was the Deputy Minister of Education. The membership of the provincial boards shown in Figure 4.1 is given in Appendix A.

SUMMARY

Studies of the 1959 Commission on Education examined the implementation of policy recommendations made in the Commission Report. These studies indicated that the recommendations most likely to be implemented were:

1. those which were congruent with existing policy;
2. those which reflected already established practices;
3. those which were viewed as feasible by stakeholder groups; and

4. those which were directed at specific groups, such as teachers.

The trends evident in the post secondary system of education in Alberta were a reflection of those found elsewhere. Other countries and provinces experienced increasing costs, the need for expanded facilities, a need for greater co-ordination and the effects of the knowledge explosion.

Alberta experienced an unusually rapid growth in population. The economy was buoyant. Enrolments in post secondary education climbed. The increasing retention rates in high schools and participation rates in colleges and universities contributed to this increase in enrolment. Federal funding provided the means for the non-university subsystem to expand as did the improved salaries for skilled labour. The demands for higher qualifications by employers provided additional impetus for a more positive attitude toward non-university education. The entire post secondary system of education in Alberta was expanding rapidly by 1968.

The university subsystem due to increased enrolments expanded rapidly to a point where three autonomous universities were functioning. The universities were so preoccupied with their own immediate problems of providing facilities and staff that they appeared to have had little interest in what the colleges were doing. There was, not surprisingly, a lack of liaison between colleges and universities. The college subsystem having grown without too much attention from the provincial government became the focus of serious planning with the establishment of the Provincial Board of Post Secondary Education in 1967. The

provincially-administered subsystem of institutes of technology and vocational centers provided an increasing range of programs. In order to accommodate demands in widespread rural areas, many more programs of an *ad hoc* nature were provided. The Department of Education with the aid of federal funds for vocational training began to make tentative plans to develop vocational education within the basic system of education at the high school level. Agricultural schools, temporarily neglected by the Department of Agriculture, began to provide expanded programs when the Minister of Agriculture took a personal interest in them. Discussion began as to how these schools, recently changed to colleges, might be integrated into the college subsystem.

Structures governing the post secondary system of education which existed in Alberta prior to 1968 involved two provincial departments, the Department of Education and the Department of Agriculture. Universities reporting through the Minister of Education were governed by their own boards under the Universities Commission. Colleges, Technical Institutes and Vocational Centers reported to the Minister of Education. Agricultural and Vocational Colleges reported to the Minister of Agriculture. As a result of the many changes in post secondary education in the province in the 1960's, the provincial government began to recognize the need for a comprehensive approach to post secondary education in Alberta.

CHAPTER 5

ANALYSIS OF DATA FOR THE TIME PERIOD 1968 TO 1971

The overall purpose of the study was to determine whether there was a discernable relationship between the developments in policies and changes in structures in the system of post secondary education in Alberta and the recommendations for this system as formulated by the Alberta Commission on Educational Planning.

This chapter presents the findings associated with the first two subproblems which were:

1. What were the trends in provincial government policy developments relative to post secondary education prior to the Worth Report of 1972?

2. What were the developments in the provincial structures governing post secondary education following the Worth Report of 1972?

Analysis of the data was carried out by identifying elements of policies and units of structure contributing to trends in post secondary education. The policy formulation elements consisted of fragments of information such as briefs, advice, and discussions that pertained to the formulation of policy. The nature of policy formulation elements (symbolic, intended or actual) was determined in conjunction with their function (supporting, non-supporting or publicizing). Structural units consisted of persons and/or groups. The nature of structural units (information or decision) was also

determined in conjunction with their function (advising, planning or choosing).

The examination of the relationship between elements and units involved in the development of policy and changes in structures was carried out by reviewing Alberta's four subsystems of post-secondary education, namely, (a) universities, (b) public colleges, (c) agricultural and vocational colleges, and (d) technical institutes and vocational centers, during the year 1968 to 1971 inclusive. The relationship between the subsystems provided the basis for viewing developments and changes that related to the recommendations of the Worth Report of 1972, specifically those pertaining to consolidation and reorganization of governing structures for post-secondary education.

1968 DEVELOPMENTS IN POLICY

As indicated in Chapter 4, the systems of basic and post-secondary education were under pressure to expand. This trend continued in 1968 and made an impact on each of the subsystems.

Universities

The policy formulation elements identified in the *Annual Report of the Universities Commission* (1968) were of two types, intended and symbolic. Those contributing to Bill 96 (Chapter 100), entitled *An Act to Amend the Universities Act*, assented to May 2, 1968, were of the intended type. Input for this policy was, according to the *Annual Report of the Universities Commission* (1968: 1), provided by several information units from the Universities of

Alberta, Calgary and Lethbridge. Input provided in this manner ensured not only accuracy of information but also acceptance of legislation by those who would be directly affected, a practice that has been carried out throughout the periods under study, as observed by R. Bosetti, Assistant Deputy Minister, Department of Advanced Education and Manpower, in a personal interview, March 15, 1977.

Other intended policy formulation elements were contributed when the Universities Commission, according to the *Annual Report* (1968:1) discussed co-ordination of graduate studies to avoid duplication of programs. *An Act to Amend the Universities Act* gave additional powers to the Commission ". . . in respect to the establishment of faculties and schools by a university."

The expansion of faculties in the universities of Alberta in 1968 prompted Bill 2 (Chapter 101) *An Act to Amend the Univereity and Colleges Assistance Act* to be passed May 2, 1968. Again the universities furnished input as an information unit which functioned in an advisory capacity. This is stated in the *Annual Report* (1968: 2). The Commission was given permission to increase its powers of payment to and reimbursing of universities for expended funds as the need arose. The Legislative Assembly provided policy to supply funds to the Commission.

A symbolic formulation element identified in the *Annual Reports of the Universities Commission* (1968, 1969) was the undertaking to work on an academic plan that would apply to all three universities and that would consider the relationship of colleges to universities. The information unit in this case was the

Universities Co-ordinating Council. Discussion and studies that contributed to the academic plan were not made available to the writer by the Universities Co-ordinating Council at the time of writing.

In 1968 the decision unit, which was the Alberta government, provided policy to regulate and to support expansion of the university subsystem. Information units within the university subsystem furnished elements to advise the decision unit regarding financial assistance to universities. The relationship of this subsystem to the system was one of mutual support. The decision unit generously supported the universities; for instance, the university subsystem received approximately 79 per cent of the amount allotted to post secondary education in Alberta (Hanson, 1972:33).

Public Junior Colleges

Plans for growth of the college subsystem were continuing from the period preceding 1968 (Small, 1972). *The 63rd Annual Report of the Department of Education* (1969:11,12,13) indicates that a committee began interim planning for a sixth junior college to be located in Edmonton. The existing public junior colleges were responsible to the Provincial Board of Post Secondary Education. Each college had to provide this board with a proposal for funding. If approval was given, the colleges would then be funded by regulation passed by Order-in-Council. *An Act to Amend the Universities and Colleges Assistance Act* provided for funding for the operation of colleges to be made in instalments, if necessary.

The colleges were in the process of being given status as a somewhat autonomous subsystem in the field of post-secondary education. Financial support for this subsystem consisted of about 9 per cent of the amount allotted to post-secondary education in Alberta in 1968 (*Public Accounts*, 1968:120). Information units from the college subsystem and from the Board of Post Secondary Education supported the formation of a more formal subsystem by providing policy formulation elements such as studies and plans.

Agricultural and Vocational Colleges

Agricultural and Vocational Colleges under the jurisdiction of the Department of Agriculture continued to struggle for recognition within the system of post secondary education in Alberta. Birdsall (1975:23) notes that in 1967 a contribution toward an intended policy formulation element was provided to the Department of Agriculture by the Alberta Institute of Agrologists which ". . . brought to the attention of the Government of Alberta . . . the need for a study." It had been suggested that such a study identify the need for special programs of education for those persons operating farms. The study was undertaken in November, 1968 by the Farm and Ranch Management Consultants Limited of Calgary.

Policy affecting the subsystem of agricultural and vocational colleges was provided. The Hon. H. E. Strom, Minister of Agriculture, introduced Bill 17 (Chapter 1) *An Act to Amend the Agricultural and Vocational Colleges Act* which specified in Section 3 that these institutions were to provide official

recognition for courses taken by ". . . issuing a diploma, a certificate or such other formal recognition". So that research into agriculture could continue, the Lieutenant Governor, in Section 3, was given authority to establish additional,colleges ". . . in connection with a farm and at places determined by the Lieutenant Governor." The second reading of this bill took place on March 1 and assent was given on April 25, 1968.

The policy formulation elements of the intended type were found in discussion about this subsystem of agricultural and vocational colleges. According to the May 3, 1968 minutes of the meetings of the Board of Agricultural and Vocational Education transferability of credits and the future role of the agricultural colleges were discussed in numerous committees and subcommittees. In an interview, February 24, 1977, C. J. McAndrews, Assistant Deputy Minister of Agriculture and involved in the Board of Agricultural and Vocational Education, observed that there was extensive collaboration with the public junior colleges and much discussion with the universities with respect to credits.

The Annual Report of the Department of Agriculture, Alberta (1969:85) states that a subcommittee ". . . chaired by the Deputy Minister of Agriculture was set to study the future role of the colleges and to make recommendations to the Board of Agricultural Education." This structural unit was an outgrowth of extensive work of a variety of information units. Up to sixteen subcommittees functioning in an advisory capacity, from different sectors of the Department of Agriculture, devised recommendations regarding development and changes each year for this department. The Alberta

Agricultural Co-ordinating Committee, under which a subcommittee functioned to co-ordinate agricultural and extension education, was a linkage between all vectors of agriculture. This committee also worked closely with the federal government. The major issue, according to J. G. O'Donoghue, presently Deputy Minister of Agriculture, interviewed February 21, 1977, concerned the farms and agricultural research and the farms. He also noted that agricultural and vocational colleges as they existed in 1968 would not have survived. He pointed out that adaptation to include other programs besides strictly agricultural courses was only one outcome of negotiations which covered a span of about eight years.

The policy formulation elements contributing to 1968 agricultural and vocational education policy were chiefly of the intended type. Some of these elements, consisting of discussions and suggestions of advisory groups, contributed to a general recognition by the decision unit that something had to be done regarding the credibility of agricultural and vocational education. The efforts to create credibility were supported by intended policy formulation elements such as the brief from a professional group having an interest in agriculture and the subsequent study. The policy that functioned to support such efforts came in the form of *An Act to Amend the Agricultural and Vocational Colleges Act.* Intended policy formulation elements were being devised to clarify the roles of the agricultural and vocational colleges within the system.

Technical Institutes and Vocational Education

Technical and vocational education was under the jurisdiction of the Department of Education. Programs were offered in secondary schools and in provincially operated schools as in previous years, as the Minister of Education, Hon. R. McKinnon (1968), explained in an untitled speech. In 1968 both technical and vocational subsystems were affected by four agreements with the federal government regarding funding and sharing of costs of diversified educational programs. These are listed and commented on in the *Annual Report of the Department of Education* (1969:92-113).

The first is listed as *The Phase Out Agreement* in which the federal government carried 62½ per cent of the cost of vocational programs. This agreement had been preceded by numerous other agreements. Campbell (1968:70) lists these. Some were the *Technical Training Agreement Number 2* of 1957 where the federal government carried 50 per cent of funding, and the *Technical and Vocational Agreement* of 1961 where it carried 75 per cent of the funding. Policy formulation elements for the *Phase Out Agreement* were taken from the Alberta Department of Manpower and Immigration and the Alberta Department of Education (specifically the Division of Vocational Education) and appear to have functioned chiefly to co-ordinate and to regulate efforts between various levels of government in phasing out the existing form of federal support. The structural units functioning to provide information appear to have acted in a co-ordinating and planning capacity to ensure that the

system of education itself would continue to function without undue interruption.

The second agreement was called *The Occupational Training of Adults Agreement*. This also was one of a series of agreements noted by Campbell (1968:70ff). The federal Department of Manpower and Labour, the Alberta Department of Manpower and Immigration and the Alberta Department of Education co-ordinated efforts to provide vocational programs. The federal government provided space, the local manpower outlets provided facilities, and the provincial Department of Education provided teachers, curricula and students.

The third agreement, *The Apprenticeship Act*, concerned funds transferred from the federal government. Campbell (1968) notes that the *Alberta Apprenticeship Act* of 1945 was intended for retraining of veterans for employment. During 1968 such funds were used by the Division of Vocational Education of the provincial Department of Education to reimburse the Department of Labour for costs associated with certain vocational courses which it administered.

The fourth agreement, called *Research Agreement*, specified that there would be sharing in costs to provide for research activities, but none were reported in the *Annual Report of The Department of Education* (1969), even though Alberta Newstart, Incorporated was in operation and was receiving federal funds under this agreement.

Intended policy formulation elements provided by the information unit from the Division of Vocational Education were directed toward plans for various vocational programs in composite

high schools. For instance, in "Technical and Vocational Education in Alberta (Mitchell, n.d.:4) reference is made to the developing of a comprehensive provincial program of vocational education. The state of vocational education, according to J. Mitchell, a former Director, interviewed March 30, 1977, was ". . . chaotic insofar as whose role was to do what." He also explained that there was great resistance on the part of the various institutions in the non-university subsystems to co-operate with the Department. This led to many temporary programs being devised on an *ad hoc* basis, some of which originated in given localities, some in institutions, and some in the Division of Vocational Education.

Intended policy formulation elements with respect to the subsystem of technical and vocational education were fragmented partly due to the involvement of several levels of government. These elements did not appear to be related to an overall development plan, either at the federal or the provincial level. Intended policy formulation elements such as plans were being developed by the information units at the provincial level in the Department of Education, which were in and for the provincial system of basic education.

In general, the review of policies formulated in 1968 which affected the four subsystems of post secondary education revealed the following:

1. an overall pressure for expansion. For example, the Universities Commission was given additional powers to establish more programs. Technical and vocational programs increased in

number and variety due to federal funding being made available. Enrolments increased.

2. the re-ordering of status of some of the subsystems which appeared to be aimed at co-ordination rather than reorganization. For example, the university subsystem was strengthened, the status of public junior colleges was raised to become a recognized subsystem, and agricultural and vocational colleges although not permitted to become part of this new subsystem also received a higher status when they were empowered to issue diplomas.

1968 STRUCTURES

The structures which existed to provide education at the post-secondary level in Alberta at the end of 1968 included the Departments of Education and Agriculture and the subsystems which reported to these departments.

Illustrated in Figure 5.1 is the Department of Education and the various subsystems associated with public and post-secondary education in the province. The Department was responsible for the provincially administered Institutes of Technology (Northern Alberta Institute of Technology, Southern Alberta Institute of Technology) and the Vocational Centers in Edmonton, Calgary and Fort McMurray. The Director of the Division in charge of these institutions was responsible to the Deputy Minister of Education. The five junior colleges (Mount Royal Junior College in Calgary, Red Deer Junior College, Grande Prairie Junior College, Medicine Hat Junior College and Lethbridge Junior College) were connected with public school structures in that they had access to property

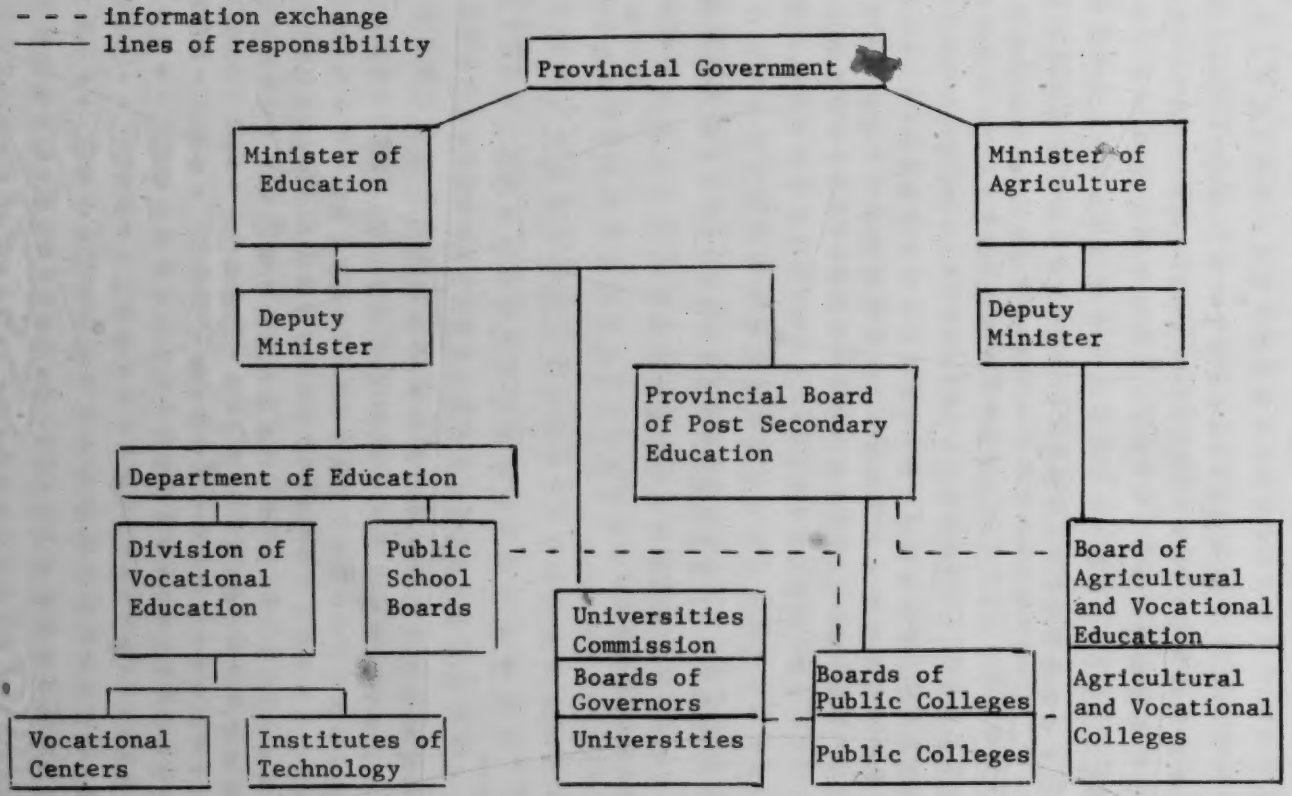

Figure 5.1. Structures of Post-Secondary Education in Alberta, 1968

Sources: *Annual Reports of the Department of Education* (1969), *The Department of Agriculture* (1969), *The Universities Commission* (1969), and interviews.

taxes as one of their sources of revenue. This is indicated by the broken line in the chart. The Provincial Board of Post Secondary Education functioned in an advisory capacity to the Minister of Education. This board was temporary. Plans were to be devised for a more comprehensive subsystem with more permanent structures.

The Alberta Universities Commission, working with the Minister of Education, was the structure responsible for allocation of funds to the Universities of Alberta, Calgary and Lethbridge. Each university had its own governing board for internal administration.

The Minister of Agriculture through the Board of Agricultural and Vocational Education administered the Agricultural and Vocational Colleges in Fairview, Vermilion and Olds.

1968 SUMMARY

The system of post secondary education in the province of Alberta during 1968 was a relatively loose association of subsystems dominated in some respects by the University of Alberta through affiliation agreements which it had virtually controlled. The university subsystem operated under clearly defined policy and enjoyed support given by the decision unit which was the government as a whole. For example, the university subsystem received approximately 79 per cent of the amount allotted to post secondary education in Alberta (Hanson, 1972:33). Information units from the universities provided pertinent data as policy

formulation elements which guided government decision making in relation to post secondary education.

The relationship of the college subsystem to other subsystems of post secondary education was in the process of being defined more clearly through efforts of units such as the Provincial Board of Post Secondary Education.

The agricultural and vocational subsystem had an unclear relationship to other subsystems. It appears as if competing units, some from the Departments of Education and Agriculture (Birdsall, 1975) as well as from the decision units, members of the cabinet, contributed to resistance at attempts to integrate this subsystem into the public junior college subsystem. Financial support from the government for this subsystem during 1968 amounted to slightly over nine million dollars out of a total of eighty-four million dollars allotted to post secondary education in Alberta, about 10 per cent of the total (*Public Accounts*, 1969:120).

The subsystem of technical and vocational education during 1968 was providing services which the Department of Education was planning to incorporate fully into the basic system, that is, provide this education in secondary schools of the province. Fragmented policy elements created a situation which did not lend to co-ordination of the subsystem. Federal funding, although appreciated, rather than contributing to co-ordinating this subsystem, served to make the situation very complex.

The system of post secondary education in Alberta faced great pressures for expansion due to enrolments increasing ". . . at a rate of 10 to 14 thousand a year" according to the Minister

of Education, Hon. R. McKinnon (1968). The university subsystem was well ordered and received much support from the system. The public junior college subsystem got more attention than previously when the Provincial Board of Post Secondary Education began to plan and to co-ordinate it with other subsystems. The agricultural and vocational education subsystem was in the process of role definition in relation to other subsystems as well as to the post secondary system itself. The technical and vocational sector, administered through basic education outlets did not appear to be recognized as a fully fledged subsystem of post secondary education.

Attempts were made to link the various subsystems and departments through overlapping memberships (as noted in Appendix A) and activities, but these proved ineffective in the light of mounting pressure on the government to consider planning and change that included the entire system of post secondary education in Alberta.

1969 DEVELOPMENTS IN POLICY

Within the four-year period preceding the Worth Report 1969 was the second year. Trends and developments in policy and structure were based on what had happened in 1968. The decision to have the Royal Commission which was to examine major issues and identify problems and alternative solutions in education in Alberta, was made during this year. It was named the Commission on Educational Planning (Worth Commission).

According to R. Clark, former Minister of Education, in a personal interview on February 24, 1977, the approval of the

government to have a Royal Commission report on education was based primarily on feedback from systems of education. The information input from these sources convinced the decision unit of the need for order and long range planning in the area of post secondary education. Keoyote (1973:95) notes that T. C. Byrne, former Deputy Minister of Education, was of a different opinion. He is quoted as saying that:

> . . . the real reason for the Commission on Educational Planning grew out of the leadership of Harry Strom of the Social Credit Party [at which time the idea was conceived] that there ought to be a study of education similar to that which took place in Ontario.

This reference to an Ontario study was to the Hall-Dennis report on education in Ontario, entitled *Living and Learning* (Ontario Department of Education, 1968).

Byrne's comment indicates that the decision unit also considered the value of a study being undertaken which would function in some publicizing capacity for the party in power. In all probability the reason for the Commission was much broader than was implied by Byrne's statement.

On June 24, 1969, the Government appointed a Commission on Educational Planning, Order-in-Council 1126, to be headed by W. H. Worth. Clarifying the intent of this Commission, the Minister of Education, Hon. R. Clark, stated that the Commission was authorized to:

> . . . launch a broad scale inquiry into current social and economic trends within Alberta and their educational consequences over the next two decades. It was asked to study the total educational system in Alberta and to set out ways in which this system will need to be modified and changed in order to meet the educational needs of future generations (Alberta Policy Statement, January, 1970).

The state of the systems of basic and post secondary education was given attention by the decision unit. A Commission on Educational Planning as an information unit was commissioned to function in an advisory capacity to the government.

Meanwhile, some developments in policy and changes in structures continued in the subsystems of universities, public colleges, agricultural and vocational colleges, and technical and vocational centers.

Universities

During 1969 in the university subsystem, the chief information unit assembling policy formulation elements was the Universities Commission. Upon the request of Hon. R. Clark (*Annual Report of the Universities Commission*, 1970) this Commission undertook the collection and distribution of proposals for amendments to *The Universities Act*. Proposals for these amendments were submitted by the three Universities of Alberta, Calgary and Lethbridge. Bill 18 (Chapter 113) *An Act to Amend the Universities Act* was approved by the Legislature on May 7, 1969 to clarify powers, relationships and procedures for and among the Universities Commission, the Co-ordinating Council and the General Faculties Council. The Universities Commission reported (*Annual Report of the Universities Commission*, 1969) on the continuation of the academic master plan. The completed plan was to apply to all three universities and was to have considered the relationship of colleges to universities.

Because this policy formulation element was devised, but later did not appear to have contributed to subsystem relationships,

as noted later in this document, it was here identified as a symbolic element. Other policy formulation elements identified above were chiefly of the intended type, that is, they seemed to function to create support and understanding between the three universities, strengthening the university subsystem. This subsystem continued to dominate post secondary education expenditures in 1969. Of the total 143 million dollars allotted to the post secondary system, the *Public Accounts* (1970:120) indicate that 120 million dollars, or 84 per cent, was provided to the universities.

Public Junior Colleges

The major developments in post secondary education during 1969 took place in the public junior colleges subsystem which was the object of intensive study by the Provincial Board of Post Secondary Education. This Board functioned to provide information and advice to the decision unit which approved *An Act Respecting a Provincial College System*. Part I of this *Act*, Bill 70 (Chapter 14) was proclaimed August 1, 1969 and the remainder was proclaimed on October 1, 1969. This policy furnished the legislative framework for the operation of the college subsystem. Provision was made for the inclusion in the formal subsystem not only of public colleges (which were now no longer called "junior"), but also of institutes of technology and agricultural and vocational colleges. In spite of this provision for the inclusion of the latter, these institutes and colleges were not included in the college subsystem due to cabinet reaction, as the former Minister of Education, R. Clark indicated, and as is noted in the *First Annual Report of the*

Colleges Commission (1970:9). These institutes of technology and agricultural and vocational colleges continued to be administered by the Department of Education and the Department of Agriculture, respectively.

An Act Respecting a Provincial College System made provision for the establishment of the Alberta Colleges Commission. The nine-member Commission replaced the Provincial Board of Post-Secondary Education, with powers and functions similar to those of the Universities Commission. Members were appointed by the Lieutenant Governor-in-Council. This new structure, according to the *First Annual Report* (1970:17) was ". . . to act as an intermediary between government and the colleges, and between the college and other [sub]systems." The Alberta Colleges Commission reported through the Minister of Education.

Its function was to:

1. initiate and provide new programs,
2. promote and support a variety of research projects,
3. provide specialized central office staff to assist the colleges,
4. provide strong representation to government, and
5. provide strong representation to the public.

Its corporate powers included the holding of property, issuing of debentures, employing staff, receiving gifts and endowments, and participating in other corporate activities. Its regulatory powers were distributing funds among members, advising the Lieutenant Governor on the establishment of new members of the college

subsystem, regulating or prohibiting instructional programs, reviewing for approval capital projects of colleges, and reviewing other aspects of college operation deemed appropriate for central consideration.

Boards of Governors were appointed by the Lieutenant Governor for administrative purposes. Members, according to the *Act*, were to be a chairman, the president of the college, an academic staff member nominated by the staff association of the college, and a member of the student body nominated by the student council, plus four others appointed by the Lieutenant Governor.

Powers of the college board were to:

1. establish the functions served by the college,
2. establish procedures and bylaws to conduct its business, and
3. authorize other activities normally pursuant by such a corporate body, e.g. employment and dismissal of staff members and appointment of a president.

Major revenue for college operation was to allotted from general revenue of the province through the Alberta Colleges Commission. The public colleges which were directly affected by this legislation were located in Medicine Hat, Lethbridge, Calgary, Red Deer, Edmonton and Grande Prairie.

The major information unit providing policy formulation elements for *An Act Respecting a Provincial College System* was the Provincial Board of Post Secondary Education; the decision unit was the Cabinet and the Legislative Assembly. Following approval of *The Colleges Act* as it was called, a new information unit, the Colleges Commission undertook research to provide intended policy formulation elements. It began planning the revision of financing

to ensure an equitable distribution of resources. According to the *Annual Report of the Colleges Commission* (1970:34) capital grants were heretofore being handled through the School Building Branch of the Department of Education. This was to be changed.

New structures for the college subsystem were formally recognized through policy. Powers and responsibilities of the new structures, that is, the Colleges Commission, and boards of governors for public colleges, were defined. The Provincial Board of Post-Secondary Education during 1969 played a significant role as an information unit, advising the decision unit, which was the government, as to the formation of the college subsystem. The relationship of the college subsystem to the decision unit thus became similar to the relationship which the university subsystem enjoyed. The amount of money allotted to the college subsystem by the government was 7 million of the 143 million dollars legislated for the use of the post secondary system of education in Alberta, or 5 per cent of the total.

Major developments in policy and structure took place in the college subsystem in 1969.

Agricultural and Vocational Colleges

For the first part of 1969 (*Annual Report of the Colleges Commission*, 1970) the Provincial Board of Post Secondary Education, in part, became a program development committee for the agricultural and vocational colleges which were not part of the college subsystem. This Board in such instances functioned as an information unit to support efforts of co-ordination of college programs.

In the minutes of the May 9, 1969 meeting, the Board of Agricultural and Vocational Education "Interim Report on Courses and Advisory Committees" indicated that Agricultural Mechanics had been transferred from the Northern Alberta Institute of Technology to Agricultural and Vocational Colleges. This was one of fourteen courses either new to agricultural and vocational colleges or transferred from other institutions to these colleges. Four more courses were under consideration for approval. This course transfer was a beginning of the type of consolidation of programs that the Worth Report was to advocate some three years later.

Most of the May 9, 1969 meeting was devoted to the review of *The Colleges Act* as it related to agricultural and vocational colleges. The Colleges Commission as an information unit provided services through three committees concerned with program development, campus development and high school articulation. These services functioned to regulate programs and to support co-ordination of the non-university subsystems. During this May 9 meeting a review was begun of the role of the Board of Agricultural Education. This review concerned updating of duties, co-ordination of programs with other institutions, and the establishment of college advisory committees to advise the Board and to make recommendations to agricultural and vocational colleges.

During this meeting E. Ballantyne, Deputy Minister of Agriculture, functioned as an information unit and provided a policy formulation element by bringing up for consideration the educational needs of northeastern Alberta. He suggested that this part of the province should be examined with respect to post

secondary educational services. Expansion of the Vermilion Agricultural and Vocational College or the establishment of another college was suggested.

It was noted in the minutes of the meeting of October 29, 1969, that H. Kolesar, chairman of the Colleges Commission,

> . . . observed that the Worth Commission is studying the whole educational system in the province. As a result many people may want to wait until 1972 before making changes.

This reference to "people" seems to mean the civil service of the Department of Agriculture which was involved with agricultural education. The implication appears to be that the civil service was expected to indicate to the decision units or government when approval was needed for given policy formulation elements to be formally sanctioned to become policy. It appears that Kolesar expected the civil service as an information unit to function not only in an advisory capacity but also indirectly as a decision unit.

The units having responsibility for agricultural education in Alberta in 1969 spent much time attempting to define the roles of the agricultural and vocational colleges within the system of post secondary education. Plans to upgrade and increase programs were under way, but these elements were chiefly of a symbolic nature in that actual decisions and changes were to be delayed until the report of the Commission on Educational Planning was published.

The agricultural and vocational subsystem received just over 1 per cent of the total budget allotted to post secondary education, that is almost 2 million dollars out of a total allotment of 143 million dollars for post secondary education for this

year. Agricultural and vocational education did not appear to be regarded as a priority by the public as a whole, by the government, or by the system of post secondary education.

Technical Institutes and Vocational Centers

Technical and vocational education continued with the 1968 arrangements. The Minister of Education with the help of the Division of Vocational Education in the Department administered funds and services. The Department of Manpower and Labour was involved as well as the federal government. There was continued sharing between federal, provincial, and local authorities to provide programs in high schools, junior colleges, agricultural and vocational colleges and various vocational centers throughout the province.

During this time it was acknowledged by J. Mitchell in an unpublished document, "The Golden Years", that ". . . we have inadequate plans to meet future problems." The situation was recognized as needing attention, but became more serious when J. Harder, High School Inspector of Industrial Education in Alberta, contributed policy formulation elements providing information which confirmed these suspicions. According to Rabnell (n.d.) J. Harder reported to the Department of Education, stating that ". . . the present setup . . . is not working as hoped or expected." Several committees were formed and work began on development of "broad based" programs that would lead to post-high school specialized preparation courses.

Technical and vocational education was provided through secondary schools and provincially operated centers. The information and decision units within the Department began to make more comprehensive plans that would include provincially operated centers as well as secondary schools. However, policy formulation elements, as noted above, furnished information that the entire scope of services offered by this subsystem needed revamping. Fragmented funding and planning for vocational education in high schools had not achieved what the Department had hoped for.

The role of this subsystem in relation to the other subsystems and the system as a whole was ill defined. Out of 143 million in 1969, 13.5 million dollars was spent on technical and vocational education (Public Accounts, 1969:120). This is equivalent to 10 per cent of the total amount for post-secondary education in Alberta for 1969.

1969 STRUCTURES

Structures for post-secondary education as they existed at the end of 1969 are illustrated in Figure 5.2. Changes that had taken place during this year were based on the new policy introduced during the year, *The Colleges Act*. In essence the change involved a substitution of the Board of Post-Secondary Education by the Colleges Commission, as a comparison with Figure 5.1 shows.

The Colleges Commission, the newly created body, and the Universities Commission acting as information units, reported directly to the Minister of Education. According to the former Minister of Education, R. Clark, this was done on a regular basis

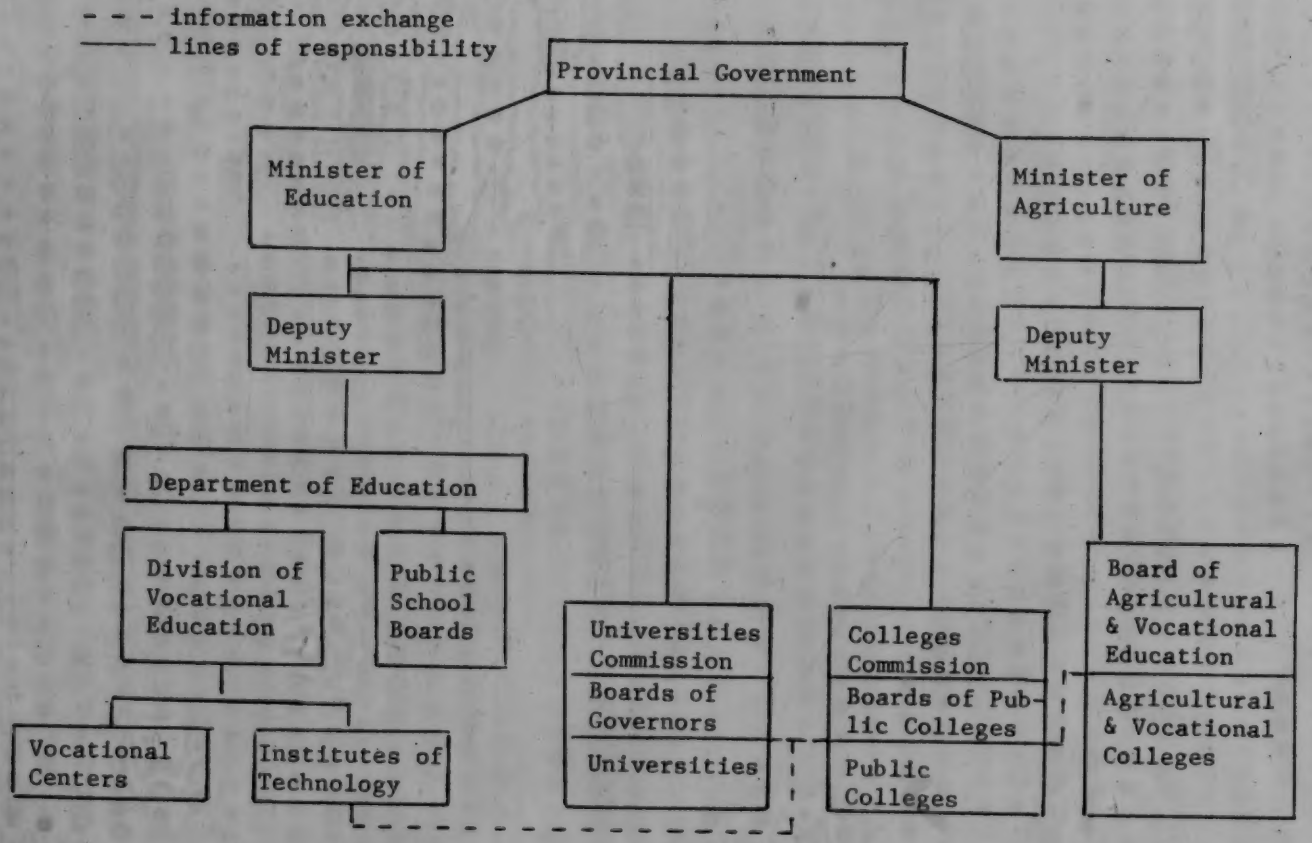

Figure 5.2. Structures of Post-Secondary Education in Alberta, 1969

Sources: *Annual Reports of the Department of Education* (1969, 1970), *the Department of Agriculture* (1970), *The Universities Commission* (1970), and interviews.

in order to ensure communication between information and decision units. The technical institutes reported directly to the Department of Education and communicated with the Colleges Commission regarding programs.

The Division of Vocational and Technical Education was responsible not only for special training programs in various localities in colleges and institutes, but also for vocational programs in composite high schools and Adult Vocational Centers (AVC's). The AVC's were regarded as "salvage institutions" providing programs for re-training adults to enter the labour force, according to Villet (1972) of the Alberta Division of Vocational Education and the *Review of Educational Policy in Canada: Western Report* (1975) prepared by the Ministers of Education of the four western provinces. These centers were located in Edmonton, Calgary, and Fort McMurray and were not connected with local school boards. They were provincially administered. Funding was transferred from federal sources, through the Department of Education, to local manpower training centers. By means of a complex process the Division of Vocational Education functioned as an information unit, advising various localities regarding programs. The Division also functioned as a decision unit, attempting to control and to regulate vocational programs more effectively.

Changes in policy and structure during 1969 which occurred in the system of post secondary education were in the college subsystem which had been given a new governing body, the Colleges Commission.

1969 SUMMARY

During 1969 the Alberta post-secondary subsystems experienced continuing pressure for expansion. Such pressures, combined with complexity of problems of the system in co-ordinating post-secondary education in the province, set the climate for intensive review of the basic as well as the post-secondary sectors of education. The Commission on Educational Planning, a long range effort on the part of the Government of Alberta to examine the provincial systems, began its task during this year. W. H. Worth was commissioned to head this study.

The university subsystem had some details of relationships and structures clarified by policy, such as amendments, increasing some powers, which served to strengthen this subsystem. Plans for the college subsystem had received enough attention so that policy was formulated and approved to provide a new governing structure for colleges, similar in structure to the Universities Commission. Agricultural and Vocational Colleges did not become part of the college subsystem due to resistance on the part of some cabinet members. Tentative plans to have agricultural programs taught only in such colleges were begun. Technical Institutes and Vocational Centers continued to operate as in 1968. The institutes, particularly, enjoyed direct access to the Department of Education and to information from the new Colleges Commission. The vocational centers offered various programs needed in many localities.

1970 DEVELOPMENTS IN POLICY

The year 1970 was the one in which the system of post secondary education was given an interim policy statement by the Minister of Education. Major changes for the subsystems of universities, public colleges, agricultural and vocational colleges, and technical institutes and vocational centers were held in abeyance until the Worth Report was to be tabled; yet there was a need for certain decisions to be made regarding education. For this reason in January, 1970 the Minister of Education issued a White Paper entitled "Alberta Policy Statement, January, 1970".

The White Paper listed guidelines emphasizing:

1. the increasing accessibility by Albertans to post secondary education and the decentralization of post secondary education wherever feasible,
2. the teaching function of universities,
3. the continued development of both the university and college subsystems with increasing accountability by these two subsystems,
4. the continued expansion of other important post secondary institutions such as the Institutes of Technology,
5. the provincial objective that college programs be of two years in length,
6. the continued financial assistance by the province to this system, to the extent that student fees would remain unchanged, and
7. the commission form as an effective structure for co-ordinating post secondary education in Alberta.

The White Paper provided interim guidelines for the subsystems of post secondary education which consisted of universities, public colleges, agricultural and vocational colleges, technical institutes and vocational centers.

Universities

The White Paper, in directing statements to the universities, indicated the government's commitment to the Commission form of governance and function. Funding and allocation of these resources was to be carried out as before, that is, the government, with the advice of the Commission functioning as an information unit, would decide on the total amount of money for the university subsystem which would then be distributed among the universities.

Expansion on the campuses of Alberta, Calgary and Lethbridge was expected. A maximum enrolment figure for the University of Alberta was set at 25,000. The government anticipated that the University of Calgary campus would soon be comparable in size to the University of Alberta ". . . and that its programs [would] either duplicate or complement those offered in the older university" (Alberta Policy Statement, 1970:7). The University of Lethbridge was ". . . expected to meet regional needs or reflect other unique purposes" (Alberta Policy Statement, 1970:7). A fourth university was seen as essential within the next three years. Construction was to begin in St. Albert, just outside Edmonton, since it was anticipated that more than 70 per cent of the university's enrolment would come from the Edmonton region. The appointment of a Board of Governors for this fourth university

was to take place in early 1970. Guidelines for programs were also specified by the decision unit who, in this case, was the Minister of Education. The *Annual Report of the Universities Commission* (1970:10) referring to the fourth university noted that:

> The university should limit its undergraduate programs to faculties in the arts, science, and education. At the graduate level, the Province's fourth university should stress the humanities and social sciences.

The Universities Commission, acting as an information unit, was given responsibility for advising the government on the precise site, after St. Albert had been named as the locality. The Universities Commission was also consulted on an amendment to *The Universities Act*, specifically Section 3 dealing with the establishment of new universities and also dealing with an amendment regarding the Banff School of Fine Arts.

On April 15, 1970 assent was given to Bill 57 (Chapter 111) *An Act to Amend the Universities Act* which provided for the new university to appoint an interim governing body for one year, having the powers of the senate, the board, and the general faculty council. A new section--76(b)--provided for a council for the Banff School of Fine Arts. It also defined the powers of this council and its relation to the University of Calgary and to the Alberta Universities Commission.

During this year, according to the *Annual Report of the Universities Commission* (1971) the Commission, in discussions with the Premier and the Minister of Education, in May, 1970, agreed to initiate and to fund studies pertaining to certain ongoing operations and future developments of universities. Where desirable, such studies were to be conducted in co-operation with such provincial

agencies as the Department of Education, the Alberta Colleges Commission, the Commission on Educational Planning, and the Human Resources Council. Work on the Academic Master Plan, mentioned earlier, was to be continued.

The university subsystem was seen by the Alberta government as needing support for expansion. A fourth university was in the planning stages while ceilings were suggested for enrolments in established universities. Policy, such as the amendment to *The Universities Act*, and policy formulation elements such as studies undertaken by the Universities Commission were provided in order to continue the clarification of subsystem relationships.

Public Colleges

The White Paper entitled the "Alberta Policy Statement" (January, 1970) also included guidelines for the continued operation of the college subsystem. This White Paper reviewed what had taken place in the college subsystem in the previous year, with the passage of Bill 70, *An Act Respecting a Provincial College System*. The Commission form of administration was reiterated as being the most effective structure for co-ordinating the college subsystem. In the section of the White Paper referring to colleges, the intention to have a Board of Governors administer each college was stated, as well as the composition of each Board, which was to include one academic staff member and one student representative.

Decentralization of educational opportunity was given as the underlying reason for expansion of college facilities. The proposed sixth college was to be located in Edmonton. According

to the "Alberta Policy Statement" (1970:9), Alberta's college subsystem was to provide:

> . . . university transfer programs; academic upgrading for those who seek entry to more advanced programs, education beyond the high school level and continuing education for interested adults.

Funding in keeping with the Commission approach was to come from general revenues of the province. Since expansion was expected, capital costs were to be in the neighbourhood of $42 million for the college subsystem, indicated to be a substantial increase.

Bill 29 (Chapter 20), *An Act to Amend the Colleges Act*, was assented to on April 15, 1970. This amendment clarified the amount of remuneration which was to be paid Commission members. Provision was made for a board of provincially-owned institutions. The Minister of the Department or an officer, in addition to those of the Department of Education and Agriculture, were to act as the college board for any provincially owned institution declared as a member of the college subsystem. By this Bill, Grant MacEwan College in Edmonton was given corporate existence. Other changes were the term of office of the college board of governors, an increase of borrowing powers, and the provisions of *The Alberta Labour Act* applying to all officers with the exception of academic staff.

Intensive work on the part of the Colleges Commission, acting as an information unit, was being carried on in the form of monographs and separate studies which contributed to Master Plan Number One, published later.

The college subsystem was formally recognized by the decision unit by being given a higher status. Expansion of facilities was assumed to continue to take place. Clarification as to the organization of this subsystem with respect to boards of governors was provided by policy. The Colleges Commission seriously began efforts to collect data needed to clarify relationships within the college subsystem.

Agricultural and Vocational Colleges

The subsystem of agricultural and vocational colleges also was recognized by the Minister's White Paper entitled the "Alberta Policy Statement" (January, 1970).

The White Paper acknowledged agricultural and vocational colleges as having played a vital role in Alberta education at a time when the majority of the population was rural. It noted the changing programs to meet the needs of an increasingly urbanized population. For the time being these colleges were to be administered by the Department of Agriculture, but further studies were to be undertaken regarding expansion of programs.

The Board of Agricultural and Vocational Education was active during 1970 in considering:

1. the relationship of the agricultural colleges to the Colleges Commission. It appeared that the Commission was concerned primarily with two aspects: program approval and long term policy;
2. the relationship between the Colleges Branch and the Extension Branch of the Department of Agriculture;
3. the articulation with other colleges and the Faculty of Agriculture at the University of Alberta; and
4. the scope of concern of the Board where the idea of advising on all aspects of agricultural education in

Alberta was accepted in principle (*Annual Report of the Department of Agriculture* (1970:75).

The Report of the study initiated in 1968 and undertaken by the Farm and Ranch Management Consultants Limited, Calgary, was published in 1970. One recommendation of this Report, which later became a policy formulation element, came as no surprise: that agricultural colleges should become part of the college subsystem.

Those information units directly involved in agricultural education in the Department of Agriculture continued to study how the agricultural and vocational colleges should fit into the college subsystem. They were particularly concerned with the role and continuation of agricultural research on the farms, for which the Department of Agriculture was held responsible. According to C. J. McAndrew, Assistant Deputy Minister of Agriculture, 1977, in an interview on February 24, 1977, much of this communication among the parties concerned with agricultural education was verbal, informal and done on an *ad hoc* basis. Although resistance was encountered, it became increasingly clear to the information units that a viable future for the agricultural and vocational colleges outside of the college subsystem was unlikely. A Cabinet committee was established by the decision unit, which in this case was the Cabinet, to study the situation at Fairview. The committee consisted of Hon. R. C. Clark, Minister of Education; Hon. H. Ruste, Minister of Agriculture; and Hon. A. O. Fimrite, Minister Without Portfolio. Birdsall (1975:18), in describing these events, states that the study included Olds and Vermilion as an afterthought. The Committee recommended that the three colleges be brought under

the jurisdiction of the Colleges Commission, but the Cabinet did not accept the recommendation.

In this way the various policy formulation elements and the policy statement in the White Paper lent support to the idea of integrating the agricultural colleges into the college subsystem. The information units, while functioning in a planning capacity, albeit rather loosely, did accumulate information to support integration, but the Cabinet decision was clearly negative.

Technical Institutes and Vocational Centers

The subsystem of technical and vocational education during 1970, and until the Commission Report was to be published, apparently carried on much as before. It was expected by the decision unit that programs within the institutes would increase in number and variety, since in his White Paper on page 13 the Minister of Education, referring to technical programs, stated:

> Most of the programs are offered in institutions operated directly by the Department of Education, and the Government proposes to increase materially the type and extent of these institutions.

Essentially, the relationship of the institutes to the system and to the other subsystems was to remain as before, particularly since these institutes were not concerned about joining the college subsystem. Little difficulty was encountered in obtaining funds since the technical institutes were recognized by the decision unit as having high status within the system of post secondary non-university subsystems.

Vocational Training Centers, designed to meet the needs of adults requiring pre-vocational and occupational preparation,

especially in the area of service and semi-skilled occupations, were also expected to expand. The passage of Bill 41 (Chapter 28) *An Act Respecting the Department of Education* on April 15, 1970 and several Ministerial Orders (Alberta Regulations 268 and 269, July, 1970), provided for the establishment, operation, administration and management of two additional centers, Grouard and Edmonton Commercial, which along with Edmonton, Calgary and Fort McMurray brought the total to five.

The White Paper as a policy statement provided directives and guidelines for continued operation of subsystems, while regulations of the decision unit approved subsystem expansion. The Minister, Council and Assembly as the decision unit, contributed to the general direction which technical and vocational education was to take in Alberta. While the subsystems of universities, public colleges, agricultural and vocational colleges, and technical institutes and vocational centers continued to operate based on the guidelines of the "Alberta Policy Statement" (January, 1970), the Commission on Educational Planning began its task.

Commission on Educational Planning

Some of the policy formulation elements contributing to the broad goal and policy statements which later emerged in the Report were being accepted by the Commission on Educational Planning in the form of discussions, briefs, public hearings and submissions from individuals or groups within the province. Some of these individuals or groups had connections with one or another of the subsystems of post secondary education. The proposals evaluated

the existing forms of education and provided information, support and direction for change. During this data collection stage the Commission was essentially involved in listening to the suggestions made and weighing these for possible incorporation into the final report.

Briefs were received from the universities, from individual faculties of the universities, from committees, and from a variety of other interested groups and individuals. The University of Calgary presented a brief indicating initiative that this institution had already undertaken which it proposed other institutions of the university subsystem follow (University of Calgary, 1970). The Academic Policy Committee of the University of Calgary took a similar approach in presenting a comprehensive list of goals it had begun to incorporate into plans which concerned subsystem co-ordinating efforts (Academic Policy Committee, 1970). The Colleges Commission devised plans with suggested structures, function and relationships for a permanent provincial planning body for the field of education (Alberta Colleges Commission, March, 1970). The Board of Agricultural Education submission included the recommendation that the agricultural colleges be accepted into the college subsystem (Board of Agricultural Education Submission, March, 1970). The technical institutes recommended that their existing mode of operation be maintained and strengthened (Northern Alberta Institute of Technology, June, 1970; Southern Alberta Institute of Technology, 1970). The submissions from the Division of Vocational Education indicated a need for change due to the broad scope of responsibility and activities being carried on

(Technical and Vocational Education for Youth, J. Mitchell, May, 1970; Adult Vocational Training, L. S. Villet, May, 1970). Alberta Newstart Incorporated indicated concern for continuation of programs begun under federal funding which was soon to terminate (Alberta Newstart Incorporated, April, 1970). This was supported by a local Chamber of Commerce (Grande Prairie Chamber of Commerce, March, 1970). Briefs from nurses and nurses aide societies recommended a clarification of program content and co-ordination at the provincial level (Psychiatric Nurses Association, 1970; Alberta Nursing Aide Association, December, 1970). These briefs recommended that nursing schools should be accepted into the college subsystem.

The Commission on Educational Planning accumulated information from interested parties regarding education in Alberta: the existing state and proposed changes. This was done in order that the Commission could later be an information unit functioning in an advisory capacity to the decision unit.

1970 STRUCTURES

Structures governing the system of post secondary education in Alberta in 1970 did not change during 1970. The system remained under the dual leadership of the Ministers of Education and Agriculture, the Hon. R. Clark and Hon. H. Ruste, respectively. The commission form of governance of universities and colleges was strengthened through government policy and actions. The Department of Education continued to administer the technical institutes and vocational centers, the latter of which, as indicated earlier,

increased to five in number. The illustration of these structures can be seen in Figure 5.3.

1970 SUMMARY

While the decision unit waited for the *Report of the Commission on Educational Planning*, some decisions could not be delayed. An interim "Alberta Policy Statement, January, 1970" provided guidelines for the subsystems of post secondary education. Policy formulation elements contributed to the expansion of the technical and vocational subsystem. Intended policy formulation elements for expanding the university subsystem to include a fourth university were being incorporated into plans. These actions were based on input from information units which had studied population projects. The expansion of these subsystems did not involve units from other government departments, as was the case with the agricultural college subsystem. The pressure for the integration of the agricultural colleges into the college subsystem continued and increased, but integration was not forthcoming. Hesitation on the part of the decision unit which in this case was the Cabinet continued.

Meanwhile, the Commission on Educational Planning provided a channel for expression of grievances, needs, wishes, beliefs and plans that pertained to both the basic and the post secondary systems of education in the province.

In general, the review of policies formulated in 1970 which affected the four subsystems of post secondary education in Alberta revealed the following:

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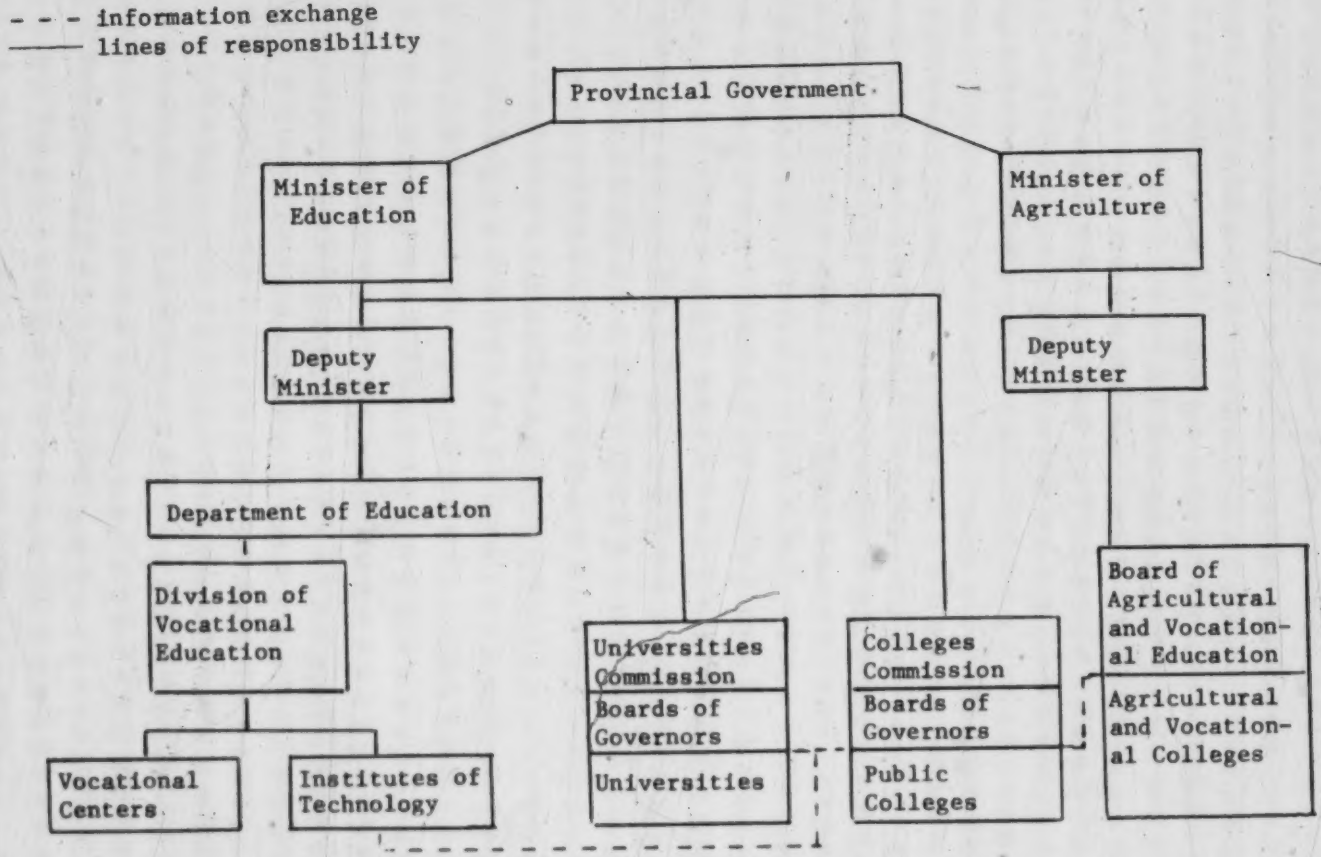

Figure 5.3. Structures of Post-Secondary Education in Alberta, 1970

Sources: *Annual Reports of the Department of Education* (1970, 1971), *the Department of Agriculture* (1970, 1971), *the Universities Commission* (1970, 1971), *the Colleges Commission* (1970, 1971), and interviews.

1. a continued overall pressure for expansion was evident, for example, the planning of a fourth university and the increasing of facilities for vocational education;

2. a temporary delay in development of policy in anticipation of recommendations of the Commission on Educational Planning was expected to take place.

1971 DEVELOPMENTS IN POLICIES

During part of 1971 the system of post-secondary education continued in the direction indicated by the "Alberta Policy Statement" (January, 1970). Provincial elections which were held in the fall affected the system. Interim reports of the Commission on Educational Planning indicated that progress was being made.

The White Paper had indicated that unprecedented expansion of the system of post-secondary education in Alberta was inevitable according to population projections. Plans for expansion were continued in the subsystems of universities, public colleges, agricultural and vocational colleges, and technical institutes and vocational centers.

Universities

Policy for this subsystem provided support. Bill 104 (Chapter 111) *An Act to Amend the Universities Act*, assented to April 27, made provision of grants to be given to match funds raised by gift or public subscription. The *Annual Report of the Universities Commission* (1971:8) states that major amendments were to be deferred until the Report of the Commission on Educational

Planning was received and the study of the Co-ordinating Council regarding relations between universities and government was completed. However, the government did accommodate the Commission with respect to provision of funds at the beginning of the academic year to facilitate planning, and also to provide a supplementary grant since there was an unexpected and considerable drop in actual enrolments. The smallest portion was allocated to Athabasca University which had not really begun operation.

The previous year studies carried out for the Universities Commission had included a committee to examine student transfer between colleges and universities, affiliations of colleges and universities, and related matters. This committee, according to the *Annual Report of the Universities Commission* (1970-71:9) gave its report to the Co-ordinating Council. This same committee, also known as the Mowat Committee, in June 1971 recommended that an "articulation council", concerned primarily with providing information on transfer problems and practices to institutions and to the public, should be established. The solution of transfer problems should be handled in a developmental manner, as stated in the *First Annual Report of the Alberta Council on Admissions and Transfer* (1977:1).

The Speech from the Throne recorded in *Alberta Hansard* (February 11, 1971:9) indicated that the university and college subsystems were active in co-operative studies:

> Alberta Colleges Commission and Universities Commission [are] developing an educational master plan specifying educational needs which should be met by the college system. The goal will be to provide a balance of service to the

residents of the Province to avoid unnecessary duplication, to integrate certain operations of universities and colleges.

The *Annual Report of the Universities Commission* (1971:8) mentions that studies concerning the Academic Master Plan were being carried out. The *Annual Report of the Colleges Commission* (1971) gives no indication of co-operative efforts with the university subsystem with respect to programs. Studies carried out for the Colleges Commission were to contribute to a Master Plan specifically aimed at the non-university subsystems. The university subsystem in 1971 carried on with expansion. Studies regarding student transfers were begun but active cooperation with the college subsystem with respect to programs was not in evidence in spite of an official government statement to the contrary. The decision unit, however, entertained the combining of the university and college subsystems.

During 1971, R. Clark, the former Minister of Education, in a personal interview February 24, 1977, stated that serious consideration was being given by the decision unit to the creation of a joint commission for colleges and universities, since the chairman of the Universities Commission, L. A. Thorssen, had resigned to become a candidate in the provincial election. It was decided to leave the structures as they existed for the time being.

Public Colleges

Policies for this subsystem did not change, but activities and studies at the college subsystem level continued. The Colleges Commission in June, 1971 (*Second Annual Report of the Colleges Commission*, 1971:14), having examined the situation of the

agricultural colleges ". . . recommended to Cabinet that the Vermilion, Olds and Fairview Agricultural Colleges be incorporated as public colleges under *The Colleges Act* thereby becoming members" of this subsystem.

That the decision unit considered this information can be seen in the developments in the subsystem of agricultural and vocational colleges. In July, 1971 the Minister of Education, Hon. R. Clark, and the Minister of Agriculture, Hon. H. Ruste, announced intentions of the government to establish a "Community College of Eastern Alberta". It was to serve both Alberta and Saskatchewan and was to operate out of existing facilities at Vermilion and Lloydminster. Birdsall (1975:19) notes that ". . . the intention was to activate the new [two-campus] college before the end of the year . . . [and that it should become] part of the public colleges system, operating under a board of governors."

Due to changes and pending changes in the post secondary system of education, the Alberta Agricultural Co-ordinating Committee (according to the minutes of November 19, 1971) requested clarification as to who would report on agricultural education. After several meetings and drafts of policy, the Board of Agricultural and Vocational Education became the official liaison here. This Board then became the Agricultural Education and Rural Extension Advisory Committee. According to R. E. Rees, from the Department of Education, this committee was now regarded simply as a pressure group which would function in an advisory capacity only and would stress agricultural education.

These changes also affected an attempt at co-ordinating subsystem efforts discussed the previous year. This was to invite reports on agricultural education taught in all institutions in order to provide a basis for articulation and transferring of credits. This was essentially a symbolic formulation element, because it was not pursued.

The activities and policy formulation elements concerning the agricultural and vocational colleges during 1971 indicated that the decision unit recognized the pressure to integrate these colleges into the college subsystem.

Technical Institutes and Vocational Centers

Technical Institutes and Vocational Centers operated in the same manner as in previous years. The Division of Vocational Education continued to be involved with the complex problems associated with the phase out of Alberta Newstart Incorporated, scheduled for December, 1971. Besides this, the Division was involved in the planned phase out of *The Technical and Vocational Training Agreement* which was also concerned with the withdrawal of federal funding.

The subsystem of technical and vocational education continued as before. If plans existed to provide for further development in vocational education, these were not made public by the decision unit.

The four subsystems of the system of post secondary education of Alberta in 1971 continued largely independently of each other. Major changes, if in plans, would likely be carried out after

the election had taken place, and after the tabling of the Report of the Commission on Educational Planning.

Commission on Educational Planning and Other Developments

During this time the Commission on Educational Planning continued its work, and provincial election campaigns got under way.

Keoyote (1973:135) in describing the methods employed by the Commission as it was going about its task, states that:

> After the interim proposal was written, a conference was held. The task of the Co-ordinator was to introduce the report while a few other members presented summary statements concerning certain sections of the proposal. Typically, the task force conference attracted a few hundred people some of whom gave their reactions to the proposal.

According to L. Shorter (interviewed March 15, 1977), who was executive secretary, wide coverage was given not only to these conferences but also to individual and group briefs. The latter were often taken to the news media to obtain coverage for advocated changes.

A major factor influencing developments of policy and changes in structure with respect to the system of post secondary education during 1971 was not only the election promises during the campaign, but also the results of the provincial election.

According to Garrity (1976) the Conservative Party advocated intentions:

1. to develop for the first time in Alberta, a comprehensive plan for our post secondary educational system.
2. to avoid the creation of large, impersonal institutions where the students feel remote and lose much of the value of the educational experience.
3. to create a higher degree of public awareness and appreciation for the valuable efforts and dedicated contribution by the staff and faculty of our universities, colleges

and technical schools--hence to attempt to offset the backlash by the public which tends to thwart public support.

Concerning governance the Conservative Party advocated:

4. a policy of facilitating local government responsibility to run their own show without a "big brother" relationship with the province; thus stimulating more interest and less apathy by citizens in community projects--particularly in the smaller centres.

5. to reorganize the various Commissions and other government bodies into one comprehensive Post Secondary Education Commission to ensure improved co-ordination of facilities and course contents, allowing for the greatest possible degree of local autonomy.

Regarding accessibility the Conservative Party planned:

6. to have as a primary objective, educational opportunities without penalty to those of limited economic means; a complete re-examination of the effectiveness of the present use of tuition fees, grants and loans.

In accountability, this Party promised:

7. to develop effective methods of accountability to the Legislature of the vast public expenditures in this field, to assure that the taxpayer's monies are being properly spent.

The statements issued by the competing decision units included promises of solutions to problems confronting the post secondary educational system of Alberta.

The Social Credit Party had consistently favored the Commission form of government for universities, and had instituted it for the colleges. The Conservative Party promised one comprehensive Post Secondary Commission. The Social Credit Party had encouraged and supported studies being carried on since 1968 to develop comprehensive Master Plans which were to include the various institutions within the post secondary system. The Conservatives advocated the curtailing of growth in already established

institutions ". . . to avoid large impersonal institutions" (Garrity, 1976). The Minister's 1970 policy statement had been in the same direction in stating a ceiling of enrolment for the University of Alberta, and in exploring the possibilities of expanding the college subsystem to service the northeastern part of the province. Alberta Newstart Incorporated had serviced this portion of the province while federal funds were available.

The Conservatives' concern about apparent "backlash" by the public seems to be related to the publicity being given to educational issues raised by the Commission on Educational Planning as it went about its task. Impatience and frustration at the apparently static provincial systems of basic and post secondary education was expressed freely.

The Social Credit Party stressed development of Early Childhood "Sesame Street type" programs, for the means for which was to serve as a basis for expanded multi-media learning experiences. The decision unit had created an "organization designate" called ACCESS at this time, an acronym for Alberta Childhood and Continuing Services. This organization was not yet made public. The preliminary work had been done by the information units, according to L. Shorter (in a personal interview on March 15, 1977) who had coined the acronym and who had been deeply involved in its development. This work was later given to the Commission on Educational Planning (Worth, 1972:270) and subsequently incorporated into the Report.

The direction of activity on the part of the competing decisions units was essentially the same. The information units

meanwhile continued their activities at the subsystem levels, attempting co-ordination and ordering not only through linking of overlapping unit membership, but also through concentrated study and plans, aspects of which found their way into the Report. An example of this is Master Plan Number One (Bosetti, 1972) which was meant to supplement the Worth Report.

The Conservative Party won the election. The new decision unit promptly announced that a new department, the Department of Advanced Education, was to be established. Birdsall (1975:20) commenting on this event states that "The Premier acted with startling speed by announcing the action and naming James L. Foster of Red Deer as Minister." *The Public Service Administrative Transfer Act* (Order-in-Council 1617, 1971) was filed on September 15, 1971. This was an order respecting administrative transfers to the Minister of Advanced Education. *The Colleges Act, The Student Finance Act, The Student Loan Guarantee Act,* and *The Universities Act* were transferred from the Ministry of Education. Also included in the transfer from the Minister of Education were the provincially administered institutions of the Northern Alberta Institute of Technology, the Southern Alberta Institute of Technology, the Student Finance Board and staff. Numerous appropriations provided for the continued operation of the subsystems (1304, 1307, 1313, 1316, 1318, 1355, 1356, 1357, 1358, 1382, and 1384).

The Colleges Commission became particularly active as an information unit, providing needed data for decisions facing the new government. An example is "Proposed Topics for Early Government Consideration: Provincially Administered Institutional Membership

in the College System", discussed on September 27, 1971 by the Colleges Commission and the Hon. J. Foster, Minister of Advanced Education. Another study finished earlier during the year, entitled "The Planning Project: Monograph One" (Bosetti, 1971) was a comprehensive Master Plan for the non-university subsystems.

1971 STRUCTURES

The post secondary system of education faced changes which are illustrated in Figure 5.4. The Agricultural and Vocational Colleges, the provincially administered institutions of the Northern Alberta Institute of Technology, the Southern Alberta Institute of Technology and the Alberta Vocational Centers were to be transferred to the new department. The change in decision units following the election led to a change which omitted the Minister of Agriculture as part of this particular decision unit with reference to post secondary education. The Universities and Colleges Commissions continued their existence, but the assumption was that they would be dissolved according to J. Foster, who at that time was the Minister of Advanced Education and L. Hyndman, the Minister of Education.

1971 SUMMARY

The system of post secondary education during the first part of 1971 continued operations on the basis of the interim "Alberta Policy Statement" issued in January, 1970. No major developments in policies or changes in structure occurred. Actions of the decision unit indicated that the direction of development

- - - information exchange
——— lines of responsibility
..... in transition to Advanced Education

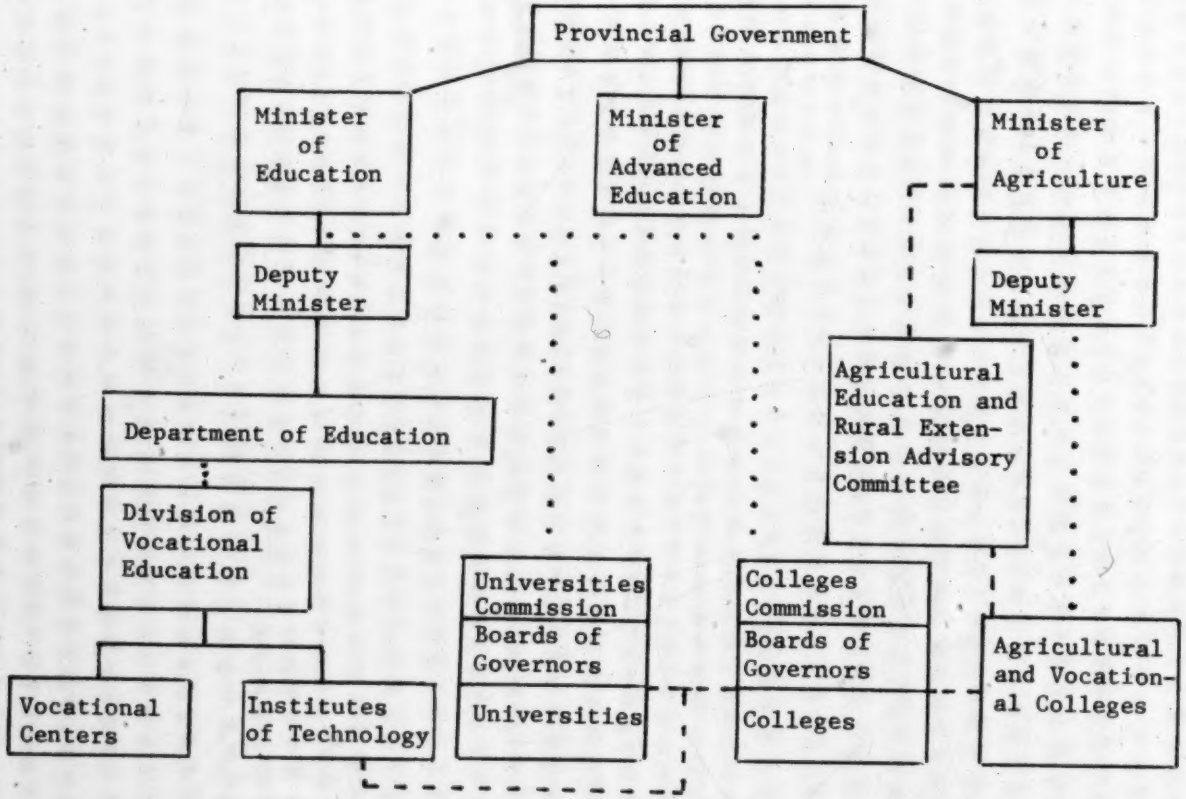

Figure 5.4. Structures of Post-Secondary Education in Alberta, 1971

Sources: F. C. Thiemann, *Alternative Patterns of Governance for Alberta Post-Secondary Educational System*, Monograph 2, Alberta Colleges Commission; *Annual Reports of the Department of Education, the Department of Agriculture, the Universities Commission, the Colleges Commission*, 1971, 1972; and interviews.

was to be toward a co-ordination of the subsystems. The existing decision unit having commissioned an investigation into the systems of education in Alberta, awaited the Report of the Commission on Educational Planning. During the latter part of 1971 the decision units were replaced as the result of the provincial election in which the Social Credit Party was defeated and the Conservative Party elected. This new decision unit promptly announced that a new department, the Department of Advanced Education, was to be established.

SUMMARY OF THE TIME PERIOD 1968 TO 1971

The analysis of data for this time period concerned these subproblems:

1. What were the trends in provincial government policy developments relative to post secondary education prior to the Worth Report of 1972?

2. What were the developments in the provincial structures governing post secondary education prior to the Worth Report of 1972?

During the period under study in this chapter (1968 - 1971) each of the four subsystems of the system of post secondary education in Alberta expanded.

In 1968 the policies affecting universities and colleges provided for more funding for these two subsystems. Policy formulation elements with respect to agricultural colleges were identified as discussions about credits and transfer of credits, and discussions concerning the role of these colleges and their

committees. Technical and Vocational Education policies pertained to agreements with the federal government.

The decision units affecting the Technical and Vocational Education subsystem consisted of the Minister of Education, the Minister of Agriculture, and the respective departments. Subsystem structures concerned the Universities Commission and boards of governors for the Universities of Alberta, Calgary and Lethbridge. It was recognized by the decision unit that the college subsystem was in need of ordering. The technical and vocational subsystem was responsible to the Department of Education. Various committees within the system and from the environment functioned in an advisory capacity. During 1969 the Worth Report was commissioned. Policy formulation elements contributed to amendments to *The Universities Act* which clarified powers, relationships, and procedures among the institutions in this subsystem. The Provincial Board of Post Secondary Education preceded the Colleges Commission, which began seriously to organize this subsystem. Agricultural and vocational college committees and those responsible in the Department of Agriculture carried on with discussions regarding the Colleges Commission and how the agricultural colleges would and should fit into the system. Technical and vocational education, which had been anticipated to expand at the high school level by the Division of Vocational Education, was recognized as needing attention, since the scope was very broad and capabilities for comprehensive planning and control were lacking. Structures of the system had expanded to include the new Colleges Commission. Committees at the subsystem

level provided input regarding programs, and continued to function in an advisory capacity.

The White Paper dominated both 1970 and 1971 as an interim policy statement in anticipation of the Worth Report. Policy formulation elements in the form of studies were being contributed to the Academic Plan and Master Plan Number One. Pressure for the agricultural and vocational colleges to be integrated into the college subsystem increased. Almost all subsystems expanded: the university subsystem to include a fourth university, the college subsystem to include a sixth college, and the technical and vocational subsystem to include two more Centers. Hesitation on the part of the decision unit regarding the position of agricultural and vocational colleges in the post secondary system of education prevented integration. Structures remained the same as during 1970 and 1971, even though consideration was given to a joint Universities and Colleges Commission.

During 1971 interim reports of the Commission on Educational Planning were published. Other policy formulation elements such as the Academic Plan and Master Plan Number One were being developed. The election of the Conservative Party as decision abruptly accelerated some developments. It was announced that a Department of Advanced Education was being established.

In general, the review of the developments of policy and changes in structure in period one (1968 - 1971) which affected the system of post secondary education in Alberta revealed the following:

1. an overall and continuing pressure for expansion;

2. a strengthening of the subsystems, for example, the university subsystem had its powers clarified, the college subsystem was given a new structure, and the agricultural and vocational colleges were given a higher status;

3. a recognition of the need to examine the systems of education by the commissioning of the Commission on Educational Planning;

4. a change in government, and an intended structural change with the announcement of a new Department of Advanced Education.

These developments of policy and changes in structure during this time period indicated that consolidation and reorganization which were later recommended in the Worth Report had begun to take shape.

CHAPTER 6

WORTH REPORT RECOMMENDATIONS OF CONSOLIDATION AND REORGANIZATION, AND 1972 DEVELOPMENTS

The focus of this chapter is on the recommendations of the Worth Report issued in 1972 by the Commission on Educational Planning, and on 1972 developments in policy and structure pertaining to post-secondary education.

The first part of this chapter deals with the subproblems that pertain to the Report itself, which are:

3. What consolidation did the Worth Report propose with respect to post-secondary education in Alberta?

4. What reorganization did the Worth Report propose with respect to post-secondary education in Alberta?

The second part of this chapter pertains to the subproblems pertaining specifically to 1972:

5. What were the developments in provincial government policy relative to post-secondary education in Alberta during 1972?

6. What were the developments in provincial structures governing post-secondary education in Alberta during 1972?

Commission on Educational Planning

M. Wyman, President of the University of Alberta, observed in the *Report of the Board of Governors of the University of Alberta* (1972:48) that:

> In the field of post-secondary education 1972 will go down as the year of the report. The Worth Report in Alberta

> and the Lamontagne, Wright and Peitchinis reports all start from the basic assumption that there is something dreadfully wrong with our present system of delivering education.

The *Report of the Commission on Educational Planning,* referred to in this study as the Worth Report or the Report, was presented to the provincial government on June 16, 1972.

In *A Readers' Companion to the Worth Report* L. T. Shorter (1972:2) notes that:

> Between 1969 and 1972 with the help of nearly 100 expert consultants, the commission sponsored or co-sponsored dozens of research studies, held 36 public hearings involving 5,000 people across the province, received 330 briefs, convened 14 large conferences, and launched three major task force investigations which were made public in 1971. Cost of the commission activities to Alberta taxpayers was $439,319--not counting the printing of the report, or revenue from its sale.

Essentially the Commission viewed its work in terms of ". . . a bridging function in planning to engage in planning directly and also to make proposals for effective future planning" (Worth, 1972:230). This dual approach made the document not only different but very complex--a reflection of ". . . the complex interlocking of problems [which] would not yield to discrete or simplistic solutions" (Worth, 1972:11). Consequently recommendations can be found throughout the Report.

The basis for recommendations covering the entire field of education in Alberta is in the purpose stated on page 141.

1. to propose adaptations and changes in policy for all levels and forms of education to meet future needs,
2. to indicate bases for priority judgments during the next decade,
3. to suggest continuing structures and processes for the planning, co-ordination and administration of the total educational organization, and

4. to stimulate participatory and anticipatory planning and further education at all levels of education.

The proposed adaptations and changes in structures recommended for the post-secondary system of education in the province included those of consolidation and reorganization.

Consolidation

Consolidation in the Report (Worth, 1972:131) refers to two things: programs and Commissions. The first kind of consolidation (programs) meant

> . . . transferring various educational programs which are presently the responsibility of other provincial government departments to the Department of Education or the Department of Advanced Education.

The programs recommended for transferral to the Department of Advanced Education were:

1. from the Department of the Attorney General:
   - educational programs in penal institutions

2. from the Department of Health and Social Development:
   - nursing education
   - nursing aide education
   - psychiatric nursing education
   - mental deficiency nursing

3. from the Department of Labour*:
   - regulation of trade schools
   - apprenticeship and tradesmen's qualifications

4. from the Department of Lands and Forests:
   - forest technology

5. from the Department of Culture, Youth and Recreation:
   - outdoor and recreation education
   - cultural education

These recommendations to shift jurisdiction for educational activities to the Department of Advanced Education were also reported

*The Worth Report (1972:131) did not use the official title which was the Department of Manpower and Labour.

as either having taken place in some areas and/or as being under consideration, for example:

> Alberta's three agricultural vocational colleges were recently transferred from the jurisdiction of the Department of Agriculture to the Department of Advanced Education. This was an excellent move. The next step for these institutions is to become fully integrated into the public college sector.
>
> Program realignment at the college level is occurring also in the field of nursing. Registered nursing programs are now in the process of being transferred to colleges from four hospitals in Alberta.
>
> . . . the remaining hospital-based schools of nursing throughout the province should be phased-out at the earliest possible date and their function undertaken by neighbouring colleges (Worth, 1972:88).

The rationale for programs consolidation is simply stated as:

> . . . This transfer of responsibility to institutions where the primary concern is education is appropriate (Worth, 1972:88).

The first kind of consolidation referred to transfer of programs to the Department of Advanced Education. The second kind of consolidation concerned the Universities and Colleges Commissions:

> It is proposed therefore, that the two Commissions be dissolved . . . and that their responsibilities be taken over by the Department of Advanced Education (Worth, 1972:131).

The rationale for such a move was given as follows:

1. a government department would not have to have concern for day to day administration of institutions,
2. a government department that would be more effective since commissions or co-ordinating boards "often amount to just another bureaucratic layer between government and institutions",
3. a government department is more subject to the strong residual power of Albertans (Worth, 1972:132),
4. a government department would have less power since "dividing the powers of the Commissions will give both government and the institutions more freedom of action (Shorter, 1972:9).

The arguments for a government department as the coordinating agency rather than a commission or a board are listed on page 132 of the Report as:

1. better competition, that is, redirected and rational inter-institutional competition that strengthens quality of service,
2. better co-ordination through elimination of artificial distinction between supposed "noble" and "less noble" institutions,
3. closer linkage of higher education with basic and further education,
4. better operations through improved ability to set priorities and allocate resources for the entire higher education sector,
5. reinforced planning capacity that can deal effectively with problems such as transfers, and
6. more responsible policy decisions.

Two types of consolidation were recommended in the Worth Report: the transfer of programs from other government departments to the new Department of Advanced Education, and the dissolving of the Commission form of governance for universities and colleges. The Report recommended that the functions of these commissions be integrated into the new Department of Advanced Education.

Reorganization

Re-organization was seen as "the development of subsystems and administrative structures" (Worth, 1972:132). As illustrated in Figure 6.1 there were to be two ministers, one for Education and the other for Advanced Education. Each minister was to be responsible for two operating divisions--the Minister of Advanced Education for Higher and Further Education Divisions, and the Minister of Education for Early and Basic Education Divisions (Worth, 1972:132).

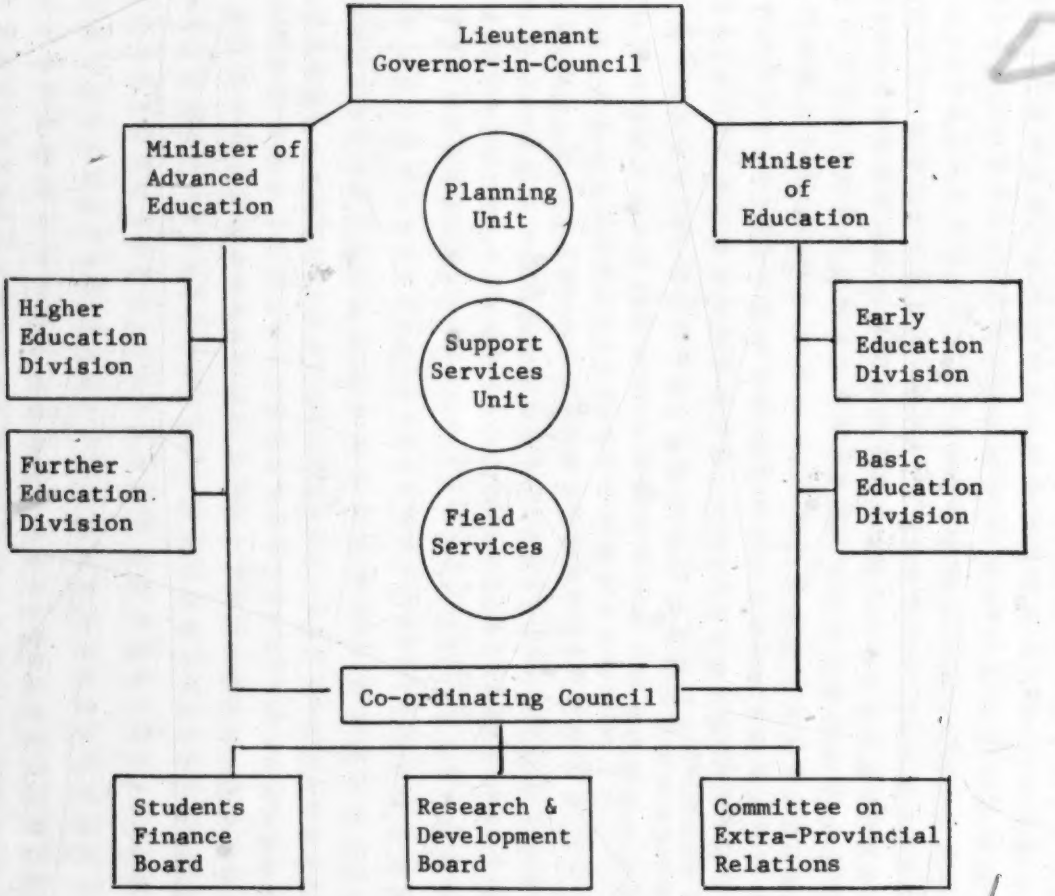

Figure 6.1. Proposed Reorganization of Departments of Education and Advanced Education

Source: Worth, 1972:133

The initial step for this reorganization had already taken place following the change in government when the announcement was made in September, 1971 of a new cabinet post which was Minister of Advanced Education.

These two departments were to share service capabilities which were called units (Worth, 1972:137). These were to be the:

1. Planning unit - to co-ordinate support and supplement the work done in planning by each of the four operating divisions in identifying alternatives.

2. Support Service Unit - to provide additional ancillary services such as--audio visual, communications, correspondence school, educational facilities, finance, statistics and legislation, personnel, school book branch, some facets of PPBES, operations research units.

3. Field Services Unit - to provide leadership-service role as part of a general decentralization of government services (Worth, 1972:137).

Other structures also were to be shared (Worth, 1972:138). One was the:

> Coordinating Council - to ensure that each of the two departments is fully and continuously aware of what the other is doing (Worth, 1972:138).

Reporting directly to the Coordinating Council were to be:

> the recently established Student's Finance Board and two new ones, a Research and Development Board and a Committee on Extra-Provincial Relations (Worth, 1972:138).

Statements and suggestions for consolidation and reorganization were not confined to one section of the Worth Report. These statements, like many others throughout the Report were open-ended. Open-ended alternatives of necessity were not fully developed. Several recommendations regarding reorganization were found elsewhere in the Report but were not included by Worth in the section on structures and in the specific proposed

reorganization under study. Since no second alternative organizational chart was developed to the one proposed, it must be assumed that the suggestions of the Alberta Academy (Worth, 1972:96(ff) and ACCESS (Alberta Communications Centre for Educational Services) (Worth, 1972:266) were intended to be incorporated into this model.

The Alberta Academy was to function in two ways: as a delivery system, making use of multi-method and multi-media approaches; and as a staging agency, for providing entrance to all institutions in the post secondary system of education in the province (Worth, 1972:99).

ACCESS was seen as performing in three possible ways:

1. as a one-way means of transmitting programs,
2. as an adaptation of the one-way approach to accommodate some feedback, and
3. as a central time-sharing computer (Worth, 1972:267).

It is assumed that both the Alberta Academy and ACCESS were to be part of the Support Service Unit relating to the institutions in the entire system of provincial education and in particular to the two departments, as illustrated in Figure 6.1.

Not all pertinent suggestions regarding reorganization of structures of post-secondary education in Alberta were confined to one section of the Report. Service capabilities in other parts of the Report, that were identified as part of the proposed reorganization, were those pertaining to the Alberta Academy and ACCESS (Alberta Communications Centre for Educational Services).

In summary, some policy formulation elements provided by the Worth Report directly concerned policies and structures. It

proposed reorganization so that post-secondary education would have its own government department. This department was to have two divisions, one for further education and one for higher education. Service units to be shared with the Department of Education were suggested. These were a planning unit, a support unit, and a field services unit. It was found that the Alberta Academy and ACCESS were essentially part of the support service unit. A co-ordinating council was to be responsible not only for inter-departmental co-ordination but also for the Student Finance Board, the Research and Development Board, and the Committee on Extra-Provincial Relations. This too, is illustrated in Figure 6.1.

1972 DEVELOPMENTS IN POLICY AND STRUCTURE

The subproblems dealt with in this part of Chapter 6 pertain to the calendar year 1972. They are as follows:

5. What were the trends in provincial government policy developments relative to post-secondary education during 1972?

6. What were the developments in provincial structures governing post-secondary education during 1972?

After the 1971 elections the new government announced a new department for advanced education. The activities during 1972 contributing to developments in policies and structure centered around this new department.

A New Act

After the election in 1971 and the announcement that a Department of Advanced Education was to be established, information

units (as noted earlier these consisted of persons or groups of persons gathering information) devised policy formulation elements which contributed to the writing of the new act. *The Department of Advanced Education Act*, Bill 33(Chapter 28) was assented to on June 2, 1972. This provided for the establishment of the Department of Advanced Education, defining the powers of the Minister of Advanced Education and clarifying his responsibilities regarding vocational, technical and agricultural colleges. At the same time *The Agricultural and Vocational Colleges Act* was repealed. In discussion during the second reading of the Bill, the Hon. J. Foster (*Alberta Hansard*, 1972:50) stated that:

> This is a holding position until the role of the department with respect to institutions is clarified. I expect that will follow on the heels of the report by the Commission on Educational Planning.

This major legislation with respect to the post secondary system of education functioned to create a new government department. The three subsystems of universities, public colleges, and technical institutes and vocational centers were to report now to the Minister of Advanced Education through the Department of Advanced Education. Other policy developments during 1972 took place with respect to these three subsystems.

Universities

The universities were concerned with funding. Full time enrolment, as stated in the *Annual Report of the University Commission* (1972:9) ". . . was significantly below forecast and 1.2% below the actual figure for 1970-71". Bill 55 (Chapter 95), *The Universities Amendment Act*, assented to June 2, 1972, was policy

that provided for minor adjustments such as the universities pensions plans and the making of provision for the substitution of the Minister of Advanced Education for the Minister of Education. While the Universties of Alberta, Calgary and Lethbridge made their final draw on an amount allotted for capital purposes, according to the *Annual Report of the Universities Commission* (1972), Athabasca University faced difficulties due to delays in decisions with respect to its development. When Athabasca's authorities finally did manage to discuss the matter, as T.C. Byrne noted in a personal interview on March 15, 1977, it was to negotiate a different mandate. It was obvious that there was no justification for large capital expenditure because the University of Alberta had some facilities that were empty, and was concerned about enrolments. An Order-in-Council was passed defining the mandate for Athabasca, and the Minister announced that no building was to be carried out. O.C. 1986 of December 20, 1972, recinded O.C. 1206 of June 26, 1970, according to which Athabasca as a conventional university, was to have been located in St. Albert. This university was now to be located in Edmonton and to operate as a pilot project involving different learning systems and innovative ideas, shifting emphasis from large group to small group and individualized instruction, as well as shifting responsibility from professors to students regarding gathering of information. It was surmised by T.C. Byrne that this was a monumental task. Difficulties in developing a sophisticated organization for learning which was not highly visible, yet accessible, quickly became apparent to those directly involved. Studies continued in

the university subsystem. According to the *Annual Report of the Universities Commission* (1972), the Co-ordinating Council Committee on the Relations Between Universities and Government completed its study and reported to the Co-ordinating Council. However, this study was not made available to the writer by the Universities Co-ordinating Council at the time of writing.

The university subsystem being part of the post-secondary system of education, in 1972 reported to a different minister in a new governmental structure. Enrolments had begun to decrease but in order to continue operations, extra funding was provided. In spite of lower enrolments, the fourth university, Athabasca, opened its doors to operate as a pilot project, similar to the Alberta Academy proposed by the Report (Worth, 1972:99). It was to make use of multi-method and multi-media approaches, and to be readily accessible to those wishing a university education but unable to attend either because of distance or time.

Public Colleges

By the new act the college subsystem had expanded to include the agricultural and vocational colleges. Among the studies undertaken by the Colleges Commission were four monographs which became part of Master Plan Number One (as noted in the *Annual Report*, 1973). On June 25, 1972 the minutes of the Agricultural Education and Rural Extension Advisory Committee stated that "The Handbook of Policies and Procedures for Transferability of Students in Alberta's Agricultural and Vocational Colleges, Institutes and Public Colleges" which had been prepared and approved jointly by representatives of

each of the institutions, in collaboration with the Colleges Commission, was adopted.

This same committee, which had formerly been the Board of Agricultural and Vocational Education, had established a subcommittee to study the Worth Report and to comment on it. In the minutes of the meeting held August 2, 1972, this group noted inconsistencies--for example, page 86 suggested alteration to traditional functions and page 91 suggested that traditional functions be retained. It was observed that the statements on page 90 were not clear as to the meaning of "satellite". In response to the recommendation that Grande Prairie should offer a course in forestry, the minutes state that the subcommittee noted that "Grande Prairie is already collaborating with Hinton regarding a forestry school."

During 1972 the college subsystem expanded to include the agricultural colleges. Some courses in nursing were already being offered in the public colleges, as noted in the Worth Report (1972:88). At the passage of Bill 33, which created the Department of Advanced Education, a provision was included for simultaneous repealing of *The Agricultural and Vocational Colleges Act*, thus approving recommended change of jurisdiction which had been advocated for many years.

Technical Institutes and Vocational Centers

This subsystem did not become part of the college subsystem. Neither technical institutes nor vocational centers had boards of governors, but remained provincially administered institutions.

Bill 19 (Chapter 31) *The Department of Education Amendment Act*, assented to June 2, 1972, made provision for the completion of details pertaining to the transferral of appropriations for the Technical and Vocational Division from the Department of Education to the Department of Advanced Education.

In summary, during 1972 post secondary education became a formal system, separate from the Department of Education. Policy provided for a new government structure, the Department of Advanced Education. The commission form of government for the university and college subsystems remained intact so that operations could continue. The university and college subsystems expanded. The universities increased in number to four from three and colleges increased in number when the agricultural and vocational colleges became part of that subsystem. These additions were now called regional colleges, according to the first *Annual Report of the Department of Advanced Education* (1972). Technical institutes and vocational centers remained provincially administered institutions responsible to the new department.

Reaction to the Report

During the latter part of the year the Cabinet Committee on Education, consisting of Hon. L. Hyndman, Minister of Education, Hon. J. Foster, Minister of Advanced Education, and Hon. A. Hohol, Minister of Manpower and Labour, set into motion the means for acquiring and studying feedback from the public and from the subsystems in particular, on the Worth Report. The comprehensive public information program "coincided with the release of the

report . . . [and was] conducted for about three months" (OECD, 1972:12). Keoyote (1973:155ff) described in detail the structures and procedures for processing responses. By creating mechanisms for feedback, according to Shorter (1972-73), the government was able to process about four hundred different responses, a few of which related to consolidation and reorganization. This effort, begun in 1972, carried on into the following year.

When the Worth Report was published in 1972 some aspects of the consolidation and reorganization which it recommended had already taken place. The most obvious example of consolidation that had taken place was the transfer of the agricultural and vocational colleges to the Department of Advanced Education. The Report commended this action (Worth, 1972:136). Nursing aide schools since the 1960's had been offering programs through the Northern Alberta Institute of Technology (*Annual Reports of NAIT*, 1963, 1965; personal interview, R. Clark, February 24, 1977). The courses in nursing offered by vocational centers, in 1972 called community colleges, were offered since the late 1960's in co-operation with the Department of Health and Social Development (*First Annual Report of the Department of Advanced Education*, 1973; interview with Ms. Mallouix, Nursing Education Consultant, Edmonton April 11, 1977). Forestry programs had been offered by the Northern Alberta Institute of Technology since the early 1960's in co-operation with the Department of Lands and Forests (*Annual Reports of NAIT*, 1963, 1965; interview with J. Starrit, Administrative Vice-President, NAIT, March 28, 1977).

The major step toward reorganization of post secondary education had also taken place before the Worth Report was made public. It is rumoured that corresponding adjustments had to be made in the Report prior to its publication on June 16, 1972, since a Minister of Advanced Education had already been appointed in the fall of 1971 and Bill 33 was assented to on June 2, 1972, fourteen days before the Report was published.

Whether in fact the Report recommendations preceded the creation of the new Department of Advanced Education, or whether the recommendations were adjusted to accommodate changes already made, could not be established with certainty. The clearest and most concise response to questioning regarding this relationship was given by the Hon. L. Hyndman, presently Minister of Inter-provincial Affairs and formerly Minister of Education, who, as a Progressive Conservative candidate, was involved in the decision to create a new department. In a letter written March 22, 1977 he stated:

> The decision to have two separate Education Departments was made by the P.C. Party in 1970, after hearing the views of many Albertans over the years 1967 - 1970. This move was one of the pledges of the P.C. Party during August 1971 election.
>
> The Department of Advanced Education was established:
> (a) because that was a party pledge in that election
> (b) to enable added attention to be given to Advanced Education, its problems and opportunities
> (c) because the existing Department of Education, including responsibility for Grades 1-12 plus all Advanced Education aspects, was too large for one Minister to administer effectively.

When questioned about the similarities between the Report's proposed changes and the actions of the new government, W. H. Worth, interviewed March 9, 1977, commented:

> . . . one might account for it in two ways, . . . the first, that of the Conservative Party in building their platform began to sense some of the disillusionment and disenchantment with the lack of comprehensive planning that had gone on in the post-secondary sector with four agencies being involved and secondly, some concern over the inadequacies of the commissions, particularly the Universities Commission. A second possible parallel, I suppose, stems from the fact that many of the people who drew the same kinds of concerns to the attention of members of the Conservative Party probably also made these views known to the Commission [on Educational Planning].

The Report had recommended consolidation of programs, that is, the transferring of responsibility for educational programs to the Departments of Education and Advanced Education. It had recommended a dissolution of the Universities and Colleges Commission which was also described as consolidation. The Report recommended the establishment of a government department, the Department of Advanced Education, which was to consist of two divisions, one for higher and the other for further education. Shared services concerned planning, support services, field services, and a number of boards and councils.

Some of the recommendations regarding consolidation had taken place by 1972, either through a form of departmental co-operation regarding programs, or by the establishment of a new department. One assumption underlying the latter change was that the commission form of governance for universities and colleges was to be dissolved. The recommendation with respect to reorganization had also in part been preceded by the establishment of a government department for post secondary education, which had taken place in 1971.

The relationship between the recommendations of consolidation and reorganization given by the Report and the developments

in the system of post-secondary education in Alberta in 1972 were clear only insofar as sequence was concerned. The structures of the post-secondary education were in a stage of transition during 1972 due to a period needed for planning.

1972 STRUCTURES

During 1971, the previous year, J. Foster had been appointed as Minister of Advanced Education. There were a number of Deputy Ministers for the new department. A. Bredo, a former staff member for the Colleges Commission, had been designated Deputy Minister in September, 1971. Shortly after, he was succeeded by R. E. Rees, former Deputy Minister of Education, who was Deputy Minister of Advanced Education up to June 9, 1972. He, in turn, was succeeded by J. P. Mitchell as Acting Deputy Minister until W. H. Worth was appointed to this position in September of 1972.

W. H. Worth's appointment as Deputy Minister of Advanced Education seemed to imply that the government was accepting his Report, as J. P. Mitchell, former Director of the Division of Vocational Education and Acting Deputy Minister of Advanced Education, and B. Staples, Education Consultant for Community Schools, indicated during interviews. A letter, one of many received from the public after the publication of the Report, from O. C. Bricker on August 14, 1972 expresses the same sentiments:

> I am pleased to know that Dr. Worth is to be Deputy Minister of the Hon. Mr. Foster's Department of Advanced Education. This consequence should result in definite action being taken to translate the recommendations into fact.

According to J. Foster, former Minister of Advanced Education, interviewed April 15, 1977, W. H. Worth was appointed not only because he had examined Alberta's education systems in depth, but also because he was the most promising candidate for this position. The newly-appointed Deputy Minister was given responsibility for the reorganization of the system of post-secondary education in Alberta.

Funds had been appropriated during 1971 to provide for the continued operation and for the tentative transferral of responsibility for universities, colleges and provincially-administered institutions. Bill 33 provided for the inclusion of agricultural and vocational colleges in the college subsystem. It provided for the new department to assume the responsibilities of the Division of Technical and Vocational Education of the Department of Education. The new department, illustrated in Figure 6.2, thus consisted of four branches: the Division of Vocational and Technical Education, Continuing Education and Student Finance Administration from the Department of Education, and Agricultural and Vocational Colleges from the Department of Agriculture. According to Weleschuck and Eaton (1971) who did research for the College Administration Project Transfer Study Committee and the Report of the Advisory Committee to the Deputy Minister found in Appendix B, some services were being shared with the Department of Education. These included finance, statistics, legislation, communications, personnel, operational research, and the School Book Branch. The new department had been given corporate existence, but it needed structures. This accounts for the

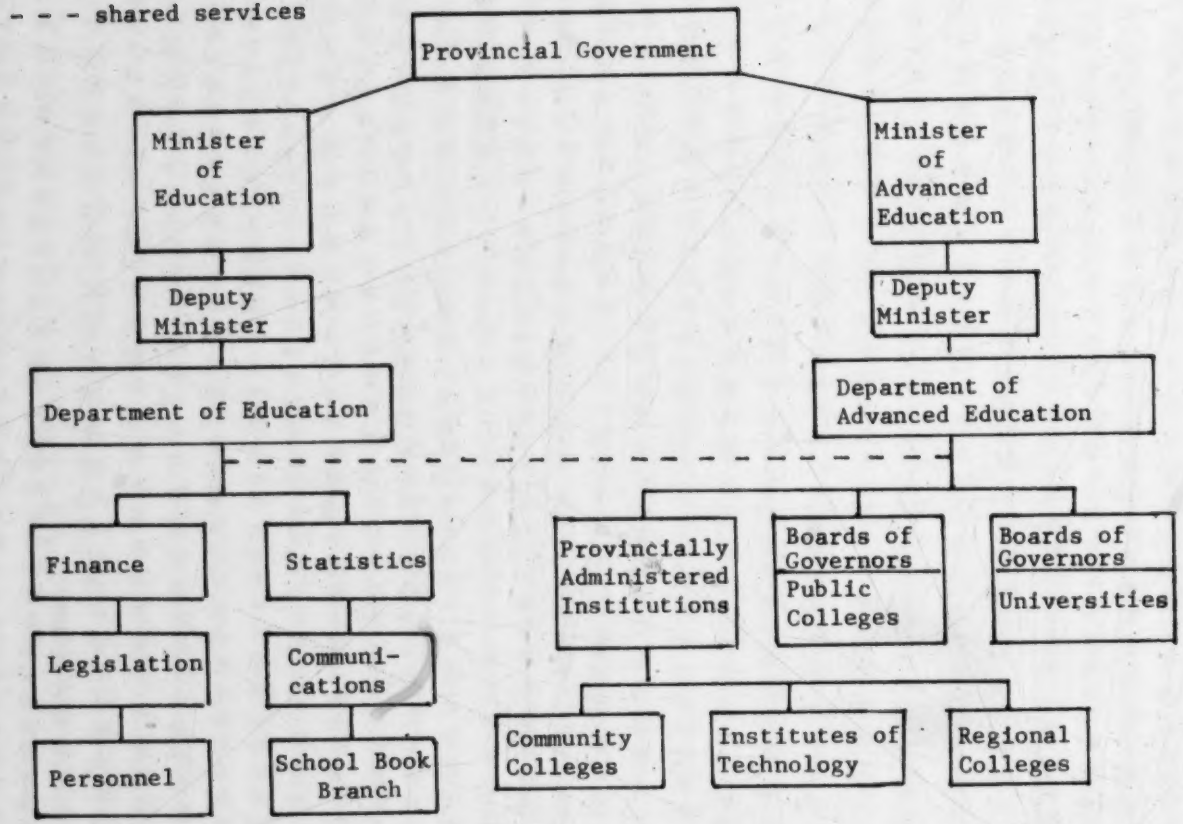

Figure 6.2. Structures of Post-Secondary Education in Alberta, 1972

Source: Weleschuck and Eaton (1971); *Annual Reports of the Department of Education* (1972, 1973)

statement made by the Minister of Advanced Education, J. Foster, concerning Bill 33, "We regard it as a holding position" (*Alberta Hansard*, 1972:51). The "holding position" provided time for planning the reorganization of the post secondary sector of education, which was done by an advisory committee to the Deputy Minister. According to T. Blowers, one of the former advisory committee members interviewed April 12, 1977, this committee was given six weeks to complete its proposal of reorganization. This report is found in Appendix B.

1972 SUMMARY

The Commission on Educational Planning published its report on June 16, 1972. The Report recommended changes for all education in Alberta and provided the basis of plans for educational planning at the provincial level. The document was very complex. Two recommendations examined in this study with respect to post secondary structures and policies were consolidation and reorganization. Consolidation referred to the transferring of educational programs from other government departments to the Department of Advanced Education and to the dissolving of the Universities Commission and the Colleges Commission. Reorganization of education was the second recommendation. Reorganization concerned the responsibility for education in the province, which was to be divided between two ministers; one was to head the Department of Education, the other, the Department of Advanced Education. The rationale for these recommendations was provided in the Report. Recommended structural changes for reorganization were included.

Each of the two departments was to have two main divisions, and numerous services were to be shared. These included planning services, ancillary services for communication, and field services for decentralization. Other structures and capabilities to be shared by the two departments were to be a Co-ordinating Council, the existing Student Finance Board, a Research and Development Board and a Committee on Extra-Provincial Relations.

During 1972, the new Department of Advanced Education was established by Bill 33. While the details of organization were to be worked out by the information units, the persons and groups of persons of either information or action had no input as to the type of governing structure the post secondary system of education should have. Feedback from the subsystems regarding this major change had not been sought, since it was regarded by the new government as the fulfilment of an election promise. However, feedback from the public regarding the Report was sought by the government.

During the course of this year the subsystems continued operation as before, while the new department proceeded with plans regarding the provision of services these subsystems needed. The university subsystem expanded from three universities to four, in spite of declining enrolments. Athabasca University, employing a new approach to teaching and learning, was given full university status. Provincially-administered institutions consisting of technical institutes and vocational centers received funds through the new department. Agricultural and vocational colleges, through the repealing of *The Agricultural and Vocational Colleges Act* were now regarded as part of the college subsystem.

In comparing the recommendations for consolidation and reorganization for post-secondary education in the Worth Report to the events of 1972, it was noted that there were similarities. Proposed consolidation of programs did not appear to be regarded as having priority. Those individual persons involved in research for the Colleges Commission or those involved in departmental planning did not view this recommendation seriously. This was likely due to the fact that some programs such as nursing and forestry had been offered in co-operation with other government departments for some time. The proposed consolidation of dissolving the Universities Commission and the College Commission had been preceded by the announcement in 1971 of a new Department of Advanced Education. Although not directly stated, it was assumed that the two commissions would be dissolved after the new department had been fully established. The proposed reorganization of the post-secondary sector had in fact taken place not only by the 1971 announcement of a new department, but also by policy in the form of *The Department of Advanced Education Act*, which was passed fourteen days prior to the publication of the Worth Report. Exchange of information between the Commission on Educational Planning and the newly elected Conservative Party, whether by informal means, whether through the media, or whether by public meetings, could not be established with certainty, even though it was rumoured to have taken place.

One of the events contributing to such rumours seems to have been the appointment of W. H. Worth as the Deputy Minister of Advanced Education. As such he was given responsibility to provide

and to implement plans for the reorganization of the Department of Advanced Education.

CHAPTER 7

ANALYSIS OF DATA FOR THE TIME PERIOD 1973 TO 1976

In the previous chapter the two recommendations in the Worth Report for consolidation and reorganization with respect to post-secondary education in Alberta were examined in depth. The developments in policy and the changes in structure that took place in 1972 were related to these recommendations.

This chapter addresses the following subproblems that pertain to the time period of 1973 to 1976 inclusive:

7. What were the trends in provincial government policy developments relative to post-secondary education after the Worth Report of 1972?

8. What were the developments in provincial structures governing post-secondary education after the Worth Report of 1972?

The four year period following the Worth Report was dominated by the reorganization of the new subsystem, the Department of Advanced Education. The developments in policy and changes in structure were focussed on this department, rather than on the various types of institutions which constituted the subsystems in the time period of 1968 to 1971 covered in Chapter 5. The developments for the 1973 to 1976 period were based chiefly on the "Proposal for the Reorganization of the Department of Advanced Education" devised by the advisory committee to the deputy minister of this department, W. H. Worth. Data for analysis for this time period was found to pertain to the Department of Advanced Education

itself, and to the efforts of the Department to co-ordinate subsystem programs of study in the post-secondary system of education in Alberta. Extra-system co-operation and responses to the Worth Report took place in 1973.

1973 DEVELOPMENTS IN POLICY

The developments in policy which took place during the first year of the four year time span following the Worth Report were directed toward the formal reorganization of the subsystem of the Department of Advanced Education. Consolidation and subsystem program development were based on the "Proposal for the Reorganization of the Department of Advanced Education" which proposed three stages in reorganization. It was also during this year that the decision unit officially responded to the Worth Report.

Reorganization of the Subsystem of the Department of Advanced Education

On January 30, 1973 the Cabinet approved a proposed reorganization of the Department of Advanced Education (see Appendix B). The reasons for re-organization were stated as:

1. recognition of need for improved co-ordination;
2. assumption by the department of most of the responsibilities of the Alberta Colleges Commission and the Alberta Universities Commission; and
3. need to rationalize the relationships among existing branches in the department.

The reorganization was to be done in three phases:

1. immediate recruitment and reassignment of personnel;
2. review and consolidation of legislation related to advanced education; and
3. on-going modification in relation to new legislation and changing needs.

One of the basic assumptions related to the proposed structure was that the Department should:

> . . . be able to accommodate some consolidation of educational activities now under other jurisdictions and some realignment of government departments (Re-organization Proposal, p. 7, Appendix B).

One of the stated functions of the Department was to provide for the preparation of an adequate and competent labour force. Linkage with the Minister of Manpower and Labour was to be ensured through the Cabinet Committee on Education, and through the co-operative efforts of the Planning Secretariat of the Department of Manpower and Labour and the Planning and Research Division of the Department of Education. As noted in the previous chapter, shared planning capabilities had been part of the recommendation on reorganization in the Worth Report. Plans for implementation were included in the Re-organization Proposal.

The Advisory Committee on Reorganization set up by W. H. Worth, acted as an information unit to provide policy formulation elements which contributed to the policies affecting the system of post secondary education in Alberta. The developments in policy and structure contributed to a blurring of subsystem boundaries. The Universities and Colleges Commissions were dissolved, and simultaneously their governing functions were transferred to the Department of Advanced Education.

Subsystem Consolidation

The second reading of *The Universities Amendment Act* (Bill 23, Chapter 58), *The Colleges Amendment Act* (Bill 18, Chapter 16) and *The Department of Advanced Education Amendment Act* (Bill

17, Chapter 21) took place on April 2, 1973. In commenting on Bill 23, J. Foster stated that its purpose was:

> . . . to provide the dissolution of the Universities Commission and for the transfer of their decision-making authority to that of the Department of Advanced Education (*Alberta Hansard*, p. 1571).

The Universities Co-ordinating Council became a corporation. It was given responsibility to work with General Faculties Councils and to determine minimum standards for affiliation of colleges and institutions. The Hon. J. Foster, in commenting on the role of this Council stated that

> . . . the role of the universities co-ordinating committee or council identified under *The Universities Act* is not specifically dealt with. . . . Commissions can be replaced [by departments] and advisory committees have no executive power to make decisions (*Alberta Hansard*, p. 1571).

He continued, "A Choice of Futures referred to such a Council." Further during the discussion, the point was raised that ". . . the recommendation of the Worth Report was to dissolve the Commissions." (*Alberta Hansard*, p. 1590). Bill 17 (Chapter 21), *The Department of Advanced Education Amendment Act*, made provision for the transfer of the responsibility for funding of adult education and training programs from the Department of Education to the Department of Advanced Education.

These three amendments, which became part of government policy, were assented to on May 10, 1973. They were made effective on May 30, and functioned to regulate the transfer of power from the Universities and Colleges Commissions as well as some from the Department of Education. Provision was made for the establishment of advisory committees to advise the Minister of Advanced Education.

Another policy affecting both Departments of Education was enunciated in Bill 45 (Chapter 3), *The Alberta Educational Communications Corporation Act*, assented to on May 10, 1973. This policy was the result of planning on the part of information units, some of whom, such as L. Shorter (interviewed March 15, 1977) and Chief Justice O'Byrne (interviewed May 24, 1977), had been involved in ACCESS at the time of its inception in 1968 and 1969. During 1973 a change took place in Alberta's educational media services, and ACCESS was officially established on October 17, 1973, as a means of providing a greater variety of educational programs utilizing the multi-media approach to teaching and learning.

In summary, the reorganization of the Department of Advanced Education was based on the proposal made by the advisory committee to the Deputy Minister, W. H. Worth. This proposal was approved by the decision unit, the Cabinet. Subsequent amendments to *The Universities Act*, *The Colleges Act* and *The Department of Advanced Education Act* provided for the dissolution of the commission form of government for universities and colleges, and for the transferring of the powers of these bodies to the new department.

Subsystem Program Development and Co-ordination

Comprehensive studies done for the Colleges Commission during 1971 and 1972 provided for a smooth transition and a state of readiness for the non-university subsystems to co-operate with respect to program development. Most of this kind of attitude was generally attributed by those interviewed to the way in which "Master Planning Monograph Number One, The Planning Project: Developing a Master

Plan for Alberta Post Secondary Non-University and Continuing Education" (Bosetti, May, 1971) had been developed. The various institutions in the non-university subsystems had contributed to the formulation of this monograph. This same approach was employed in program development for the non-university systems.

To devise a detailed development plan for programs in the non-university subsystems the Department of Advanced Education circulated a discussion paper, "Policy Respecting the Co-ordination, Evaluation and Approval of Programs" (Clarke, 1973) and copies of Master Plan Number One. Each institution of these subsystems was expected to react so that plans could be determined in consultation with all other subsystems within the Department of Advanced Education. Responses to Master Plan Number One were being accepted as well. One such response was prepared by the Alberta Teachers' Association (March 9, 1973) which commented on some of the ninety-three specific recommendations contained in Master Plan Number One.

When the co-ordination of programs and services between the various subsystems had been worked out, the decision unit by means of regulations functioned to support the subsystems. These regulations pertained to:

> . . . providing for the co-ordination of programs and services between universities, public and private colleges, institutes of technology, agricultural and vocational colleges and vocational training centers (O.C. 200, July 31, 1973).

Extra-System Co-operation

Co-operation with respect to post secondary education went beyond the subsystem and system levels to include an exploration of sharing of interprovincial resources and facilities.

On May 30, 1973 the Hon. J. L. Foster, Minister of Advanced Education for Alberta, and Hon. E. Dailly, Minister of Education for British Columbia, jointly announced that a study was being undertaken which was aimed at long-term development of advanced education programs and facilities in north-western Alberta and north-eastern British Columbia. L. W. Downey Research Associates Limited. conducted the study. An interim report on the study was made in November, 1973. Responses were sought from the subsystems, and six alternatives were then developed for the final report. Birdsall (1975:26) notes that the recommended alternative was:

> . . . the creation of a single interprovincial board to govern all the affected institutions under a charter of the "Federated Colleges of the Peace". The Boards would be a corporate body with a President as chief executive officer and Principals for each institution. The Board would have all the traditional powers and duties of a board of governors but serve all the institutions included in the college as one college with three campuses. The recommendation in this respect was that only Fairview College, the Vocational School at Dawson Creek and Grande Prairie Regional College be included.

In the final report (Downey, 1974), it was indicated that the geographic area under study should be divided into sectors. Each sector should have a "Peace River College Board or Council", each Board should create a Planning and Special Services Unit, and a Center for Continuing Education should be created in Fort St. John. Names should be changed and courses should be offered to make optimum use of facilities, so that together these campuses could provide comprehensive service. No evidence could be found of this study contributing toward a policy specifically for Peace River Colleges, and was therefore regarded as a symbolic formulation element. The same applied to the Academic Master Plan, a study

and plan undertaken by the Universities Co-ordinating Council during the four years preceding the Worth Report. No evidence of this plan contributing to system and subsystem co-operation could be found by the writer.

In summary, activities of the information units within the Department of Advanced Education were aimed at co-ordinating programs specifically in the non-university subsystems in post-secondary education in Alberta. Possibilities of co-operative efforts between the Alberta and British Columbia governments at this level were also explored.

System Responses to the Worth Report

The Alberta government, in the meantime, had requested and received responses regarding recommendations of the Worth Report. The Cabinet Committee on Education consisted of

> . . . the Minister of Education, the Minister of Advanced Education and the Minister of Manpower and Labour. The Committee undertook the Choice of Futures Project in June, 1972. Mr. Larry T. Shorter, Director of Communications, Department of Education, became secretary. The Committee's task was to solicit reactions to the recommendations contained in the CEP Report (Keoyote, 1973:157).

From June, 1972 to February 2, 1973, briefs, letters and questionnaires totalling 3,270 had been received and subsequently compiled. During the legislative session, on March 30, 1973, the people's choice was stated by the Hon. L. Hyndman:

> The government chooses neither the report's second phase industrial society, nor its people centered society . . . Our position would be somewhere between these two alternatives (*Alberta Hansard*, p. 1535).

The responses of the Department of Advanced Education to the Worth Report were tabled. Four hundred recommendations in a

"Summary of Government Responses to Recommendations from 'A Choice of Futures'", May 15, 1973, were categorized according to:

- endorse in principle,
- reject in principle,
- having implemented, or are now implementing in part or in whole,
- prepared to implement, depending on results of consultation and/or assignment of priorities,
- still studying, and
- accept for present.

Twenty-two of the four hundred recommendations pertained to reorganization and consolidation of the post-secondary system of education in Alberta. Seven of these recommendations concerned consolidation, and fifteen concerned reorganization. Those pertaining to consolidation referred to Newstart, AVTC's programs in hospital schools of nursing and allied health programs, and dissolving of the two Commissions. Those regarding reorganization concerned the establishment of two divisions in the Department of Advanced Education, and the use of common units. Five concerned the support service unit concept, and one concerned the planning unit concept. The following Table 7.1 is a more comprehensive listing of the recommendations, responses and previous government activities. The table portrays the relationship of specific recommendations of the Report to previous incidents and activities.

As can be observed in this table, numerous recommendations pertaining to consolidation and reorganization had been considered and, in some instances, acted upon by the previous government. Decisions that concerned these recommendations were thus part of a trend of previous thoughts and attitudes for which the governing party could not rightly take all the credit.

TABLE 7.1

CONSOLIDATION AND REORGANIZATION

CONSOLIDATION

Recommendations	Government Responses	Government Activities Preceding the Worth Report
If the federal government allows the Newstart Project to terminate, then the provincial government ought to operate the installation as another AVTC (p.114, para.1)	have implemented or are now implementing	
Bringing AVTC's into the mainstream of recurrent education by amalgamation and reclassification will help resolve . . . problems these instituions now face (p.93, para.4)	do not accept at this time	Commissioning of CEP 1969
The remaining hospital-based schools of nursing throughout the province should be phased out at the earliest possible date and their functions undertaken by neighbouring colleges (p.88, para.5)	prepared to implement, depending on results of consultations and/or assignment of priorities	
A number of allied health programs which have been conducted in special purpose instituions, ought to be offered instead by colleges . . . or technical institutes (p.88, para.5)	not our jurisdiction, but endorse	
. . . the responsibility and authority for formal aspects of recurrent education should be vested in organizations, agencies, or	endorse in principle	

TABLE 7.1 (continued)

CONSOLIDATION (continued)		
Recommendations	**Government Responses**	**Government Activities Preceding the Worth Report**
institutions whose primary concern is education (p.64, para.6)		
That the two commissions [Universities and Colleges] be dissolved and their responsibilities be taken over by the government (p.131, para.5)	have implemented or are implementing	Single commission considered by Clark, 1969, 1970
This institution [Vermilion College] will flourish to the extent that it develops into a regional college offering one and two year vocational programs, academic upgrading, and some university transfer courses, a limited number of technical transfer courses (p.19, para.2)	still studying	Vermilion Study by Clark, Ruste and Fimrite, 1971

REORGANIZATION		
Recommendations	**Government Responses**	**Government Activities Preceding the Worth Report**
(a) For Field Service Unit:		
Regional learning centers would serve a large area (p.125, para.9)	Still studying--a number of arrangements already exist	Vermilion Study by Clark and Ruste, 1969, 1971

TABLE 7.1 (continued)

REORGANIZATION (continued)		
Recommendations	Government Responses	Government Activities Preceding the Worth Report
During the 70's we should establish the philosophy of the learning resource unit (p.262, Para.4,5)	still studying	ACCESS begun in 1968 and developed up to 1971 election
(b) For Support Service Unit:		
One way of helping to meet . . . challenges is to establish a different type of institution, the Alberta Academy (p.98, para.5)	still studying	Changing of mandate of Athabasca University, 1971
Establish a central admission service for collating applications and acceptances for all institutions in the province (p.136, para.4)	still studying	Commissioning of CEP, 1969
Calls for a delivery system that can meet the demands of the Alberta Academy and Early Education programs while still providing for the considerable expansion of radio, t.v. services to basic education (p.367, para. 4)	have implemented or are implementing	ACCESS begun in 1968 and developed up to 1971 election
ACCESS should be established as a Crown Corporation and designed as the authority to develop the province's educational communications service (p.267, para.6)	have implemented or are implementing	Development plans for ACCESS begun in 1968 and developed to 1971 election

TABLE 7.1 (continued)

REORGANIZATION (continued)		
Recommendations	Government Responses	Government Activities Preceding the Worth Report
The Athabasca University concept might live and grow apart from a campus in St. Albert. As the Alberta Academy's host university it could flourish in a variety of community outposts that would not require extensive capital expenditures (p.87, para.2)	have implemented in part or in whole	Changing of mandate of Athabasca University, 1971
(c) For Planning Service Unit: (availability of data)		
preparation of an integrated provincial development plan Recommendation 10 (p.300)	two responses: rejected, and later, still studying	Commissioning of CEP, 1969
Future growth will have to be planned in much greater detail at all levels of governance from provincial to institutional (p.219, para.5)	endorse in principle	Commissioning of CEP, 1969
(d) Regarding General Reorganization:		
The development of subsystems and administrative structures that provide for different needs (p.132, para.4)	have implemented or are implementing	Single Commission under consideration by Clark, 1970
This department [Advanced Education] is also seen as having two divisions--higher and further education (p.135, para.7)	reject in principle	

TABLE 7.1 (continued)

REORGANIZATION (continued)		
Recommendations	Government Responses	Government Activities Preceding the Worth Report
University Senates might very well be disbanded (p.130, para.2)	reject in principle	
It appears unnecessary that the University Co-ordinating Council continue to exist in its present form (p.135, para.4)	still studying	
The vocational training centers at Lac La Biche and Ft. McMurray . . . might function as regional learning centers (p.76, para.5)	prepared to implement, depending . . .	
Re-organization of the Department of Education Recommendation 6 (p.300)	implemented in part	Commissioning of CEP, 1969

The recommendations for consolidation did not receive as much support as those for reorganization. Consolidation received five favorable responses by the government, while reorganization received twelve. The responses are summarized in Table 7.2.

The Cabinet Committee on Education solicited responses to the Worth Report. These responses were categorized according to four hundred recommendations to which in turn the government

TABLE 7.2

A TABULATED SUMMARY OF RESPONSES BY THE GOVERNMENT TO THE RECOMMENDATIONS OF CONSOLIDATION AND REORGANIZATION BY WORTH

Responses	Recommendations	
	Consolidation	Reorganization
Favorable:		
have implemented	2	5
endorse in principle	1	1
prepared to implement	1	1
still studying	1	5
Total favorable	5	12
Unfavorable:		
do not accept	1	0
reject	0	3
Total unfavorable	1	3
Total Responses	6	15

responded. An analysis of the six recommendations relating to consolidation and the fifteen relating to reorganization of post-secondary education in Alberta revealed that re-organization received a greater number of responses. The analysis further revealed that a number of those recommendations had been under

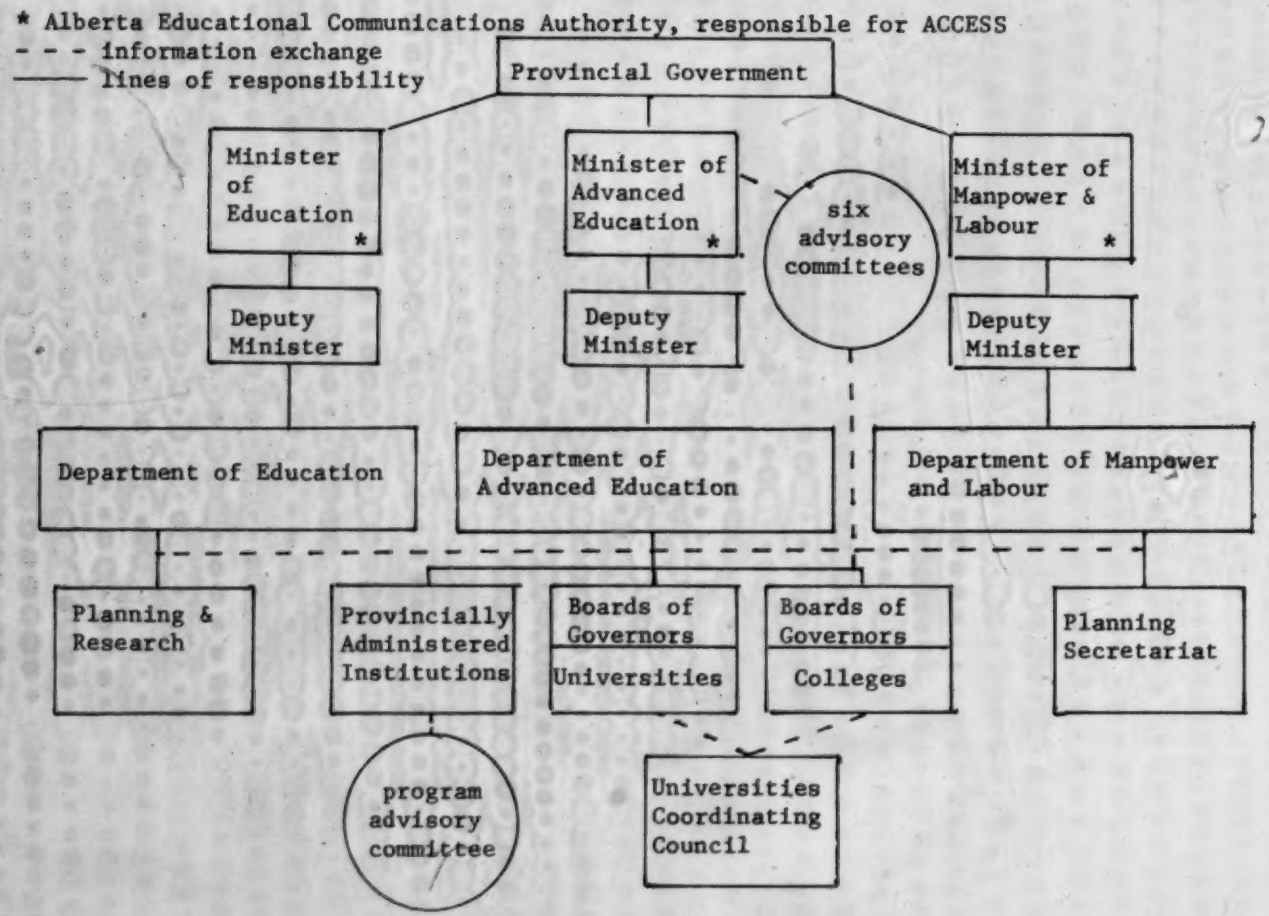

Figure 7.1. Structures of Post Secondary Education in Alberta, 1973

Sources: *Annual Reports of the Department of Advanced Education*, 1973 and 1974, and interviews

study before the change of decision unit as a result of the 1971 provincial elections.

The interest in reorganization can be seen in the changes that took place in the government structures in 1973.

1973 STRUCTURE

Throughout 1973 new structures for governing post-secondary education in Alberta were being formed in accordance with Phase One of the "Proposal for Reorganization of the Department of Advanced Education". These changes were within the Department of Advanced Education, and outside of this department. Activities within the department concerned the creation of divisions based on functions; those outside the department concerned the creation of advisory committees and an attempt on the part of the government to create boards of governors for more of the institutions in the system of post-secondary education in Alberta. An illustration of the inter-departmental linkage at the provincial level can be seen in Figure 7.1.

The advisory committee to the Deputy Minister had developed a proposal for the reorganization of the Department of Advanced Education. The three main phases concerned recruitment of personnel, rewriting of legislation and ongoing adaptation. The full proposal is given in Appendix B. This proposal, approved by the Cabinet on January 30, 1973, recommended that the three divisions be based on function; that the three services of communications, personnel and school book branch be shared with the Department

of Education; and that there be six advisory committees. Although the proposal was approved, it was not legislated.

The reorganization of the Department of Advanced Education was based on functions rather than on line responsibilities (*Annual Report of the Department of Advanced Education*, 1974:6). This meant that the institutions in the subsystems of post-secondary education which dealt with the former Division of Vocational Education, now dealt with each division in the new department, according to the services required. The Division of Vocational Education which had been transferred to the new department now provided special (student) services and administrative services. The division of Program Services was established on April 1, 1973 (*Annual Report of the Department of Advanced Education*, 1974). It was to develop a comprehensive, articulated and co-ordinated system of adult education for the province of Alberta. The reorganized department thus had three main divisions, based on functions.

The creation of the new department had been a "holding position", as indicated by the Minister of Advanced Education, of necessity, since several bodies could not have the same area of jurisdiction at the same time. With the dissolution of the Universities and Colleges Commissions, several units could serve as links to ensure smooth, effective transition. None of the members of the Universities Commission or of its staff appeared in the new Department of Advanced Education, except W. H. Worth, who, by virtue of his position as Deputy Minister, was part of the Universities Commission and of the Colleges Commission. Those units providing linkage came from the Colleges Commission.

H. Kolesar, the chairman and executive officer of the Colleges Commission at its dissolution, assumed responsibilities for administrative services in the new Department of Advanced Education. Other staff members, namely, M. R. Fenske, R. A. Bosetti and J. F. Batty can be found in the organizational chart in the *Annual Report of the Department of Advanced Education* (1973:6). L. T. Shorter, associated with the audio branch of the Department of Education and ACCESS, was responsible for learning resources services in the Department of Advanced Education. Later during the year he was appointed director of the ACCESS corporation.

The proposal of the Deputy Minister's advisory committee, like the Worth Report that preceded it, had recommended the sharing of structures between the Department of Education and the Department of Advanced Education. These were communications, personnel and the school book branch. As 1973 progressed, however, this sharing did not continue as proposed. R. Bosetti, in an interview on March 15, 1977, noted that planning and research were, at this time, no longer shared with the Department of Education, since it was felt that the needs of the two departments could not be integrated. Advanced Education was interested in a broad policy-oriented capability, while the Department of Education needed more specific information on operations. It was found that since Advanced Education was providing educational services in training for the labour market, that the capability of the Manpower Division could contribute better information than the capability in the Department of Education.

Structural changes also took place outside of the Department of Advanced Education. Provisions were made for the establishment of advisory committees to replace the lay input formerly given by lay members on the two commissions. Hon. J. Foster commented on March 2, 1973 (*Alberta Hansard*, p. 436):

> . . . I formed an opinion that in terms of a better coordinated approach to advanced education we should in fact, dissolve both commissions and assume that function by the department but build into our organization adequate access for institutions, public, students, faculty and the involvement of these groups in the decision making process.

Further, he stated that:

> . . . there should be in fact, some body of persons, some agency, some organization which stands between the institution on one hand and the government on the other. An organization which can initiate proposals for change, an organization which can react, respond or advise the Department of Advanced Education in its planning, an agency or institution which will serve as a major policy forum for external affairs of the Department of Advanced Education and it is our approach, Mr. Speaker, that that agency should in fact, be a Committee on University Affairs (*Alberta Hansard*, p. 1571).

Committees such as the Committee on University Affairs were also expected to advise on the division of funds between the subsystems, according to further statements found in *Alberta Hansard* (p. 1766). Six standing committees, advisory to the Minister, were established in the following areas: University Affairs; College Affairs; Technical, Vocational and Manpower Education; Further Education; Native People's Education; and Student Affairs.

Information regarding activities of these committees was not made available to the writer except that of the Agricultural Education and Rural Extension Advisory Committee. According to

the minutes of the June, 1973 meeting, the new terms of reference were provided so that this committee could function more adequately in an advisory capacity.

The members of this advisory committee were to be appointed by the Minister of Agriculture, with representatives from professional educators, bone fide farmers, farm women, and individual representatives from various educational agencies.

In summary, the changes in structure during 1973 had been carried out within the Department of Advanced Education based on the proposal for reorganization devised by the Deputy Minister's advisory group. Structural changes outside of the Department, which pertained to post secondary education in Alberta, concerned the establishing of six advisory committees to the Minister of Advanced Education. Another attempted structural change pertained to some of the institutions in the non-university sector of post-secondary education, the provincially-administered institutions.

The role of the board of governors for institutions already having such boards was to remain intact. The government, as the decision unit, considered the idea of creating boards of governors for provincially-administered institutions (*Alberta Hansard*, 1973, pp. 435ff). However, these institutions repeatedly refused to act upon these suggestions, according to the former Minister of Advanced Education, the Hon. J. Foster, interviewed April 15, 1977.

Developments in structure in the system of post-secondary education in Alberta during 1973 took place within the Department of Advanced Education. Divisions of this department were devised

according to function. Changes outside of this department concerned the establishment of six advisory committees and an attempt to provide boards of governors for provincially-administered institutions.

1973 SUMMARY

The developments in policy and provincial structures during 1973 pertained to the subsystem of the Department of Advanced Education, to efforts on the part of this subsystem to co-ordinate programs of study in the post-secondary system of education in Alberta, and to system responses regarding the Worth Report.

The formal reorganization of the Department of Advanced Education was based on the "Proposal for the Reorganization of the Department of Advanced Education" which proposed three stages: recruitment of personnel, review and consolidation of legislation related to advanced education, and on-going modification. This proposal was approved in January. In April, the Acts pertaining to the universities and colleges were amended to provide for the dissolution of the two commissions governing these subsystems. The powers of these two bodies were transferred to the Department of Advanced Education.

Throughout this year the department, with the co-operation of the subsystems, was circulating a discussion paper with respect to program co-ordination. The Department of Advanced Education was also accepting responses regarding Master Plan Number One which had, in the same co-operative manner, delineated ninety-three specific recommendations pertaining to post-secondary subsystem operation

and co-operation. No evidence could be found that the Academic Master Plan sponsored by the university subsystem had any impact in this way. Inter-provincial co-operation was explored between Alberta and British Columbia with respect to non-university education for the Peace River Region, but remained a symbolic element.

Responses to the Worth Report had been sought first from the public and then from the Departments of Education and Advanced Education. This second set of responses became a "Summary of Government Responses to Recommendations from 'A Choice of Futures'". An examination of these responses and a comparison of them to governmental activities that had preceded the Worth Report during 1968 to 1971, covered in Chapter 5, was carried out. It was found that numerous recommendations to which the government responded favorably had been either acted upon or considered by the previous government.

The structures of the Department of Advanced Education were being devised by the setting up of divisions and the recruitment of personnel. Most of the personnel came from the former Colleges Commission staff which had been heavily involved in administration and in studies with respect to the non-university sector of education in Alberta. Advisory committees for the Minister of Advanced Education were set up to ensure more input from the public.

The developments in 1973 were closely related to the recommendations of consolidation and reorganization in the Worth Report.

1974 DEVELOPMENTS IN POLICY

In keeping with the developments of the previous year the Department of Advanced Education continued activities on the basis of the proposed reorganization of the department. Phase one, the recruitment of personnel, had been completed. Phase two, the review of existing legislation related to post-secondary education, was begun. At the same time efforts to co-ordinate subsystem program development continued. Structures during this year became more stable than in the previous year.

Reorganization of the Subsystem of the Department of Advanced Education

Now that the first stage or phase of the proposed reorganization of the Department of Advanced Education had taken place, the Deputy Minister, W. H. Worth, and the information units within this department began with phase two--the review and consolidation of legislation related to advanced education.

Indications were given by those interviewed that much activity was generated at the subsystem level which included universities, colleges, institutes of technology and vocational centers, in order that contributions could be solicited. These contributions concerned proposed changes in existing policy or legislation in order to develop one Act to cover all post secondary education in Alberta. It was publicized widely by the Minister of Advanced Education, the Hon. J. Foster:

> I want to provide the opportunity for all citizens and particularly those in the institutions to comment on the issues and problems and future directions or legislation in the hope that we can, in fact, draft and prepare forward legislation--legislation which will anticipate the problems

> of tomorrow and allow us all to live and to deal with those matters effectively, efficiently and with little disruption (*Alberta Hansard*, 1974, p. 3034).

A good portion of the year was devoted to meetings and discussions to formulate consensus on the part of the various subsystems which provided information that was internal feedback. Specific information as to the actual discussions at such meetings was not made available to the writer by the Department of Advanced Education and Manpower, as this information was found only in "working papers" which were not made public at the time of writing this study.

Subsystem Program Development and Co-ordination

Concurrent activities were being carried on by the information units at the departmental level that concerned the further development of the co-ordination of program services being offered by the subsystems of post-secondary education in Alberta.

The program division of the Department of Advanced Education during 1974 began activities in assessments of existing programs and instituting departmental approval for proposed and new programs. A central program registry was established for this purpose. Transfer of credits and accreditation program development were referred to this central program registry. Much effort during 1974 was spent on a program co-ordinating proposal. The subsystems of post-secondary education contributed, as well as those groups responsible for manpower training. The branch of special programs services of the Department of Advanced Education was also involved. According to *The Annual Report of the Department of Advanced Education* (1973:14), this branch was responsible for

> . . . programs and services generally interdepartmental in nature and requiring liaison with a number of other agencies . . . [in the area of] health services, early childhood services, social services, environmental education, bilingual education and hospitality and tourism.

Besides providing a rational approach to coordination in the area of programs, the Department of Advanced Education was reacting to the policy of fiscal restraint at the provincial level. This can be noted in the statements listed by Garritty (1974:21), justifying this thrust:

> The basic procedure for achieving program coordination will be consultation between institutions and the department . . . [to ensure that with] relative certainty . . . a "growth plan" consistent with current demand projections and agreed to by Government [will develop].

Further Garritty (1974:24) stated that:

> . . . all new programs approved now require an evaluation and accountability of expenditures to be submitted after the initial term.

In keeping with the objective of establishing means for an extensive overview of nursing education in Alberta, which had been indicated in the Worth Report, M. Steed (1974), a recognized authority on nursing education in Ontario, was asked to evaluate nursing education in Alberta colleges. She examined the programs of nursing education in colleges and provided a positive evaluation. In the meantime an Alberta Task Force on Nursing Education had been established, headed by W. H. Johns of the University of Alberta. This task force commenced its task of evaluating nursing education programs that were offered throughout the province of Alberta.

In summary, centralized control and co-ordination of programs were the focus of attention of the information units in

the Department of Advanced Education.

Developments in policy *per se* were few. Minor amendments were enacted. Bill 36 (Chapter 60) concerned loans made to students under the *Canada Student Loans Act*, and Bill 28 (Chapter 57), *The School Amendment Act*, assented to on June 6, concerned the joint use of buildings. The latter policy had implications in the area of further education.

Most of the activity in the system of post-secondary education in the province of Alberta pertained to strengthening the newly-established department. Phase one of the proposed re-organization had been accomplished. Personnel had been recruited. Phase two of the proposed reorganization concerning a review of legislation with respect to the system of post-secondary education was begun. Activities of the information units indicated that program developments was to be, in fact, co-ordinated and that these developments were related to broader provincial guidelines.

1974 STRUCTURES

The structures governing post-secondary education did not change from the previous year. These structures are illustrated in Figure 7.2. The number of advisory committees did not change, except perhaps at the local and subsystem levels. These committees contributed information that was specifically needed by the provincially-administered institutions. The divisions within the Department of Advanced Education remained the same as in the previous year and did not expand (*Annual Report of the Department of Education*, 1974:7).

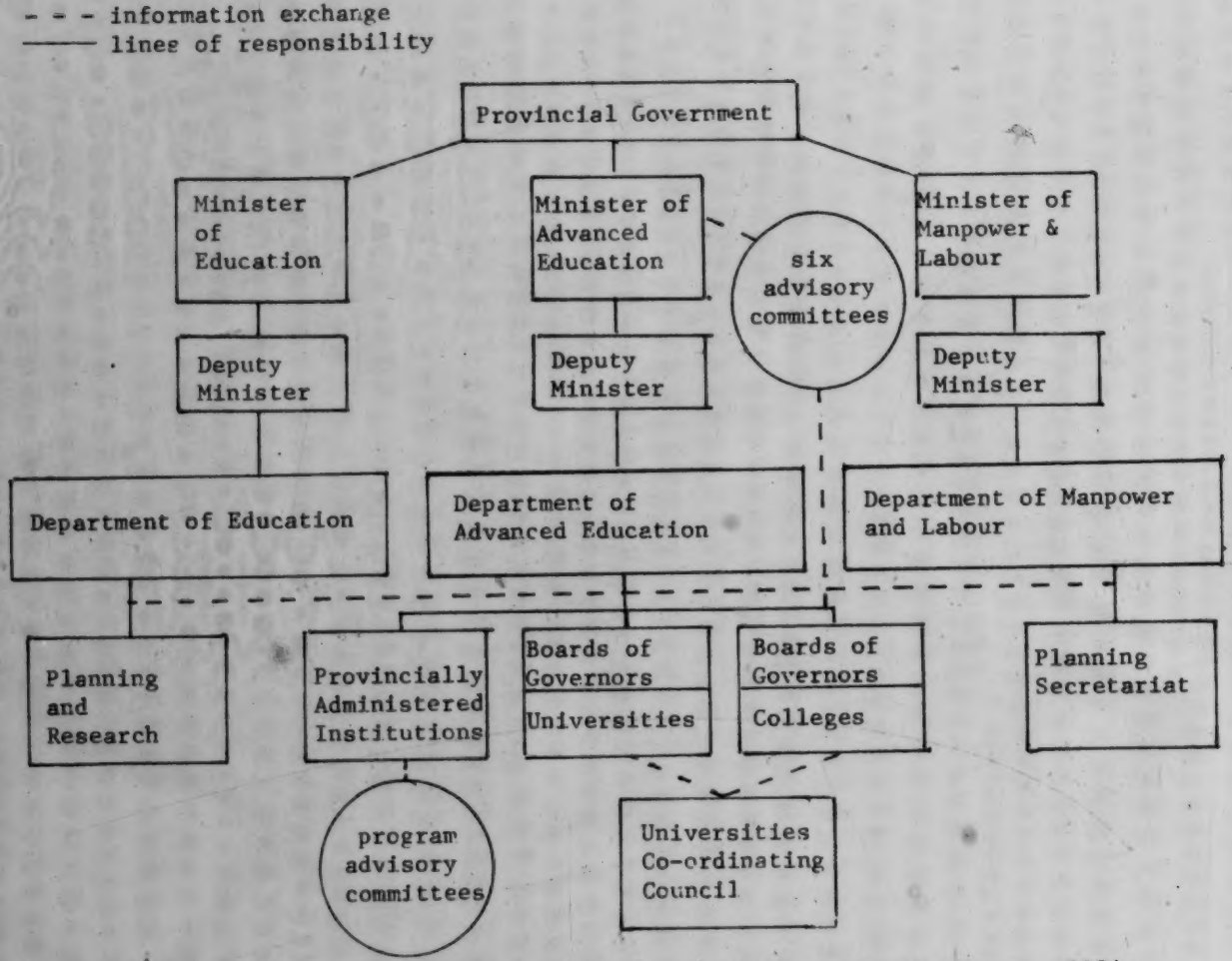

Figure 7.2. Structures of Post-Secondary Education in Alberta, 1974

Sources: *Annual Reports of the Department of Advanced Education*, 1973, 1974, 1975 and interviews.

1974 SUMMARY

Developments in 1974 focussed on the continuation of the reorganization of the Department of Advanced Education. Phase two consisted of reviewing and consolidating the legislation related to advanced education. Contributions and responses were solicited from the various subsystems of post-secondary education. Program development also received attention in that a central registry in the Department of Advanced Education was established. An extensive overview of nursing education was begun.

Minor amendments in policy had some implications for further education. Policies which had been developed during 1971 and following years served as a basis for operation of the Department of Advanced Education and of the other subsystems of the post-secondary system of education in Alberta. Structures during 1974 did not change, but remained the same as in 1973.

Reorganization thus continued, involving all the subsystems and existing policies pertaining to them. Program consolidation was being examined in the area of nursing education.

1975 DEVELOPMENTS IN POLICY

During 1975 several developments occurred in the post-secondary system of education. Some of these had not been anticipated by the Worth Report. Reorganization that pertained to legislation regarding the subsystems was pursued as in 1974. Consolidation of services took place in the Department of Advanced Education, while plans and efforts with respect to consolidation of

programs continued. Structures during 1975 remained similar to those of 1974. As a result of a provincial election, the Ministers of Education and Advanced Education were changed. The Hon. J. Koziak became Minister of Education, and the Hon. A. E. Hohol became Minister of Advanced Education.

Reorganization of the Subsystem of the Department of Advanced Education

The advisory committee to the Deputy Minister, W. H. Worth, had devised a proposal for re-organization of the new department. Phase one consisted of the recruitment of personnel. This was dealt with in that portion of this study relating to developments in 1973. In 1974 the Department of Advanced Education began with phase two, which concerned the review of legislation related to advanced education. Feedback from the subsystems had been solicited in order to draft one act that would cover all aspects of post-secondary education in Alberta. During 1975 these activities continued.

Submissions with respect to desired changes in legislation had been requested specifically by the Hon. J. Foster who had been Minister of Advanced Education in 1974. As a result of almost a year of discussions a tentative draft entitled *A Draft for Discussion: The Adult Education Act* (July, 1975) was released and circulated. All subsystems, institutions, persons and groups interested in post-secondary education were expected to respond to the draft. This was expressed in a foreword statement by the Hon. A. E. Hohol, Minister of Advanced Education.

> This draft of advanced education legislation is an important component of the province's effort to meet educational needs of the people of Alberta through a system of advanced education which permits a wide variety of opportunities for learning. In the draft we have tried to accommodate those suggestions which we received from you during the past year and we believe that it accurately reflects your intent.
>
> This circulation is the next step in the process of the development of new legislation. Your comments on this draft are most welcome, and will be given serious consideration during revision of the draft before its introduction to the Legislature.

The draft consisted of

> . . . consolidation of old legislation and introduction of some new provisions where past legislation was determined inadequate (Introduction, *A Draft for Discussion, The Adult Education Act*, July, 1975).

As noted earlier, specific information such as written responses and submissions to the Department of Advanced Education were not made available to the writer. The only exception was part of the text and notes on given sections which related specifically to the universities of Alberta, published in *Folio* (October 16, 1975). It was stated in the introductory statement that committees were established by the Board of Governors, the University Senate and the Academic Staff Association of the University of Alberta, to review the draft act.

Commenting on this proposed legislation, the *Edmonton Journal* noted that:

> Under the new legislation, the present *Universities Act, The Colleges Act, The Trade School Regulations Act* and *The Student Finance Act* would be replaced by a single, all-encompassing act, the Senate was told. . . . The proposed legislation also says that capital and operating budgets must be submitted to the government for approval or amendment (Bob Remington, *Edmonton Journal*, September 27, 1975).

In summary, intended policy formulation elements were being devised by the Department of Advanced Education with input from the subsystems of post-secondary education and interested persons and groups.

In the meantime other developments in policy that pertained to consolidation of services at the departmental level had reached the point where amendments to existing legislation were made.

Subsystem Consolidation

On June 5, 1975 assent was given to Bill 6 (Chapter 7), *The Department of Advanced Education Act*, which dealt with the bringing together of two existing statutes. The manpower division from the Department of Manpower and Labour was transferred to the Department of Advanced Education. Bill 7 (Chapter 14), *The Department of Manpower and Labour Amendment Act*, made provision for deleting manpower by repealing Section 5. The reasons given for this change were stated by Hon. A. E. Hohol on May 29, 1975:

> . . . [This] places on the Minister the responsibility first, to establish and operate manpower programs and services, with particular reference to employment opportunities for Albertans, and secondly, to co-ordinate this activity amongst various departments of government. Thirdly, Mr. Speaker, the statute provides that the Minister has responsibility and obligation to enter into such agreements with other provinces or indeed with the federal government as may be in the interest of Alberta with respect to employment and the general field of manpower (*Alberta Hansard*, 1975:261).

In this way, the former Minister of Manpower and Labour, the Hon. A. E. Hohol, brought part of his portfolio with him when he became Minister of Advanced Education and Manpower. This was the type of consolidation that the Worth Report had advocated.

Subsystem Program Development and Co-ordination

During 1975 program development was carried on at the subsystem departmental level as begun in 1973, at the local level involving further education, and at the systems level involving nursing education.

The program co-ordination plan was completed in February, 1975 (Garritty and Clarke, 1975). The recommendations were circulated to the various institutions for adjustments and feedback. Through this plan the Alberta Council on Admissions and Transfers, recently established, was to function as an information unit with respect to admissions and transfers within the system of post secondary education in Alberta. During 1975 this Council began to collect data from all post secondary subsystems "for a statement of their perceptions of current problems" related to admissions and transfers (Garritty and Clarke, 1975).

The expansion of further education to rural areas was facilitated by the policy, guidelines and procedures which were developed by the information units at the system level, and announced by the decision unit in April, 1975. Inter-agency communication, co-operation and co-ordination were the basis for voluntary involvement of Albertan adults ("Further Education Policy", April 1, 1975).

The Alberta Task Force on Nursing Education published its report concerning the state of nursing education throughout the province of Alberta. This report was submitted to the Minister of Advanced Education and Manpower in September, 1975. The major problem identified in the report was the lack of anything that

resembled a coherent approach to nursing education programs. Haphazard development of nursing courses had led to an unjustified range of requirements for credits, the report stated. A common basis for judging competencies was needed immediately. The major recommendations concerned the specifying of program content and the establishing of nursing education as a more unified provincial program. A mechanism for monitoring nursing education was advocated. Such recommendations had been stated previously to the Commission on Educational Planning by some of the associations of nursing education, such as the Certified Nursing Aide Association and the Psychiatric Nurses' Association.

In summary, program development in the system of post-secondary education was continuing toward centralization. The program co-ordination plan begun in 1973 was circulated so that feedback could be obtained. Further education opportunities expanded and nursing education programs were evaluated. Specific recommendations for improving programs were made which included the establishing of a common basis for judging competencies. A broad system-wide perspective was advocated.

In the meantime expansion was taking place in some of the subsystems of universities, colleges, and provincially-administered institutions.

Subsystem Expansion

While program development was taking place that included chiefly the non-university subsystems of colleges and provincially-administered institutions, expansion was also taking place.

Information units of the system of post-secondary education in Alberta planned and prepared for expansion. Keyano College, formerly Fort McMurray Vocational Center, and Lakeland College, formerly the Vermilion Agricultural and Vocational College, were to be granted college status. According to the *Annual Report of the Department of Advanced Education and Manpower* (1976:11), Keyano College was officially opened on May 9, 1975. On June 2, 1975 a president for Canada's only interprovincial college was appointed for Lakeland. Lakeland Region covered northeastern Alberta and northwestern Saskatchewan, which meant that joint funding arrangements had to be made with the Saskatchewan Department of Continuing Education. This college was to be administered from Lloydminster. It was to provide programs for Albertans in Vermilion, Wainwright and St. Paul.

Although the university subsystem did not expand, it was during this year that the Athabasca University, employing a multimedia approach to learning and teaching, received permanent status. After three years the provincial government agreed that Athabasca University's approach was feasible. According to T. C. Byrne, former President of this university, and the *Annual Report of the Department of Advanced Education and Manpower* (1976:11), Athabasca University was established in November, 1975 as a permanent baccalaureate university.

In summary, developments in policy in 1975 concerned the continued reorganization of the Department of Advanced Education. Intended formulation elements were devised to create one Act for all

post-secondary education in Alberta. Consolidation took place when the Manpower Division with its planning capability was transferred to the Department of Advanced Education. Program co-ordination was carried on by the circulation of a departmental statement to which responses were sought. A report on nursing education pointed out deficiencies and provided specific recommendations for change. Subsystem expansion took place in the provincially-administered institutions, specifically those facilities to be shared with part of northern Saskatchewan. Athabasca University was given official status in the university subsystem.

1975 STRUCTURES

Those structures which changed during 1975 were closely related to policy developments discussed above.

A change in ministers followed the provincial election. The former Minister of Manpower and Labour, the Hon. A. E. Hohol, brought with him the Division of Manpower. This added structure to the existing Department of Advanced Education which at this time became the Department of Advanced Education and Manpower. The structures of this department expanded from three service divisions to four: program services, administrative services, field services and the new manpower services. A communications branch was added to accommodate the needs of a larger department. The structures of post-secondary education as they existed in 1975 are illustrated in Figure 7.3.

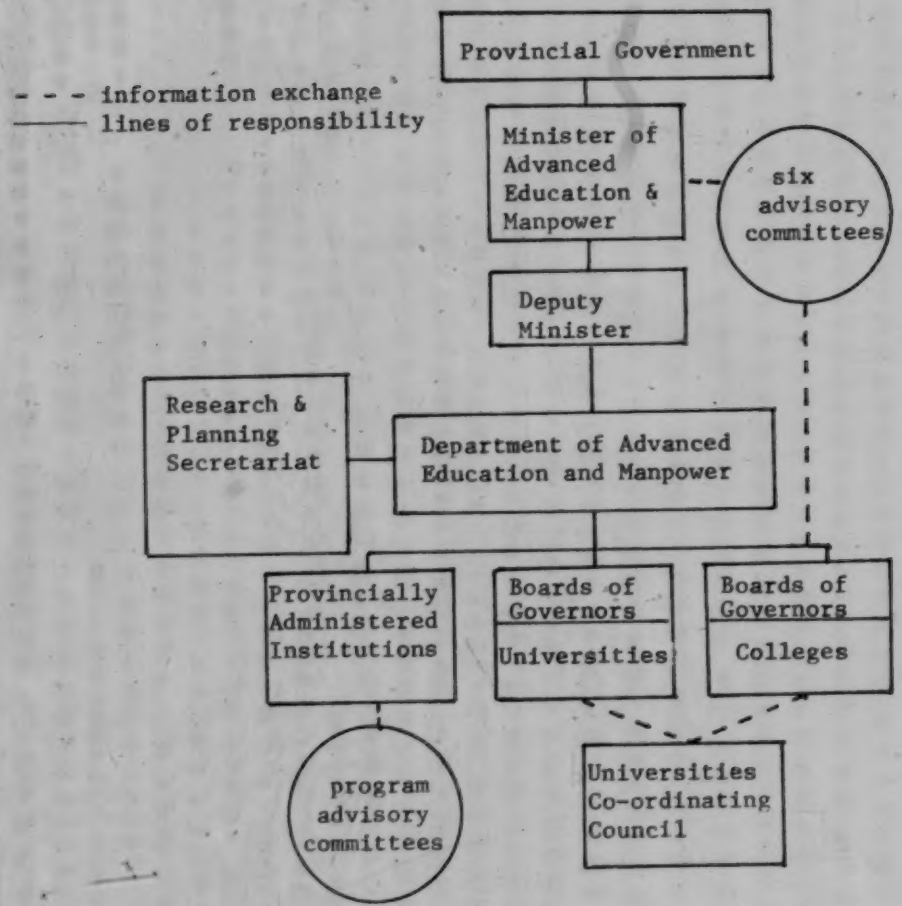

Figure 7.3. Structures of Post-Secondary Education in Alberta, 1975

Source: *Annual Reports of the Department of Advanced Education and Manpower*, 1975, 1976; and interviews.

1975 SUMMARY

During 1975 developments in policy and changes in structure were closely related. The reorganization of the department, begun in 1973, continued on to the second phase of reviewing legislation with a view to creating one act that would pertain to all post secondary education in Alberta. This phase of reorganization had not been specified in the Worth Report. It had been devised by an advisory committee to the Deputy Minister, W. H. Worth, who had also been responsible for the Worth Report. Consolidation which took place during 1975 involved the transferring of the Division of Manpower to the Department of Advanced Education. Program development was carried on by the Department of Advanced Education and Manpower. Co-ordination of services in the area of programs was discussed thoroughly with the subsystems. Programs with respect to further education were given attention as well. The programs of nursing education were examined and evaluated. Comprehensive changes were recommended that involved the exercise of control by the Department of Advanced Education and Manpower.

The trend during 1975 was chiefly one of increased centralization being exercised by the subsystem which was the government department.

1976 DEVELOPMENTS IN POLICY

During the last year of the four year period following the Worth Report, efforts again were focussed on the reorganization of the Department of Advanced Education and Manpower with respect to

one piece of legislation, an *Adult Education Act*. Program co-ordination activities subsided but some program development that involved interdepartmental co-operation was begun. This concerned the specific recommendations of consolidation of programs advocated by the Worth Report in 1972.

Reorganization of the Subsystem of the Department of Advanced Education and Manpower

The feedback requested by the Minister of Advanced Education, Hon. J. Foster, and expected as well as accepted by the next Minister, Hon. A. E. Hohol, Minister of Advanced Education and Manpower, with respect to the proposed *Adult Education Act*, was provided by the subsystems. Strong lobbying, particularly on the part of the university subsystem, was aimed at preventing this proposed act from becoming policy. The proposed *Adult Education Act*, according to R. Bosetti, Assistant Deputy Minister of Advanced Education and Manpower, did not provide more power for the department than did existing legislation. He did state during a personal interview on March 24, 1977, that all these powers put together in the form of an omnibus act appeared to be frightening, particularly to the universities. The *Calgary Herald* (February 28, 1976) stated that the University of Calgary openly ". . . expressed fear as to the Deputy Minister's influence on policy regarding the University of Calgary as a second class university." Its President, W. Cochrane, is quoted in *The Albertan* (November 25, 1976) as saying, ". . . as governments accept more and more financial responsibility for institutions, they want more and more say in how they are run."

As a result of lobbying and of pointing out serious deficencies by various information units, this proposed legislation was abandoned. It was withdrawn on January 22, 1976 (*Annual Report of the Department of Advanced Education and Manpower*, 1976:12).

Other policy developments concerned formal recognition of what had already taken place and another form of consolidation with respect to manpower development.

Lakeland and Keyano Colleges were already in operation when they were given legal existence on May 19, 1976 upon the assent of Bill 32 (Chapter 12), *The Department of Advanced Education and Manpower Amendment Act*.

The same day, May 19, 1976, Bill 52 (Chapter 31), *The Manpower Development Act* was passed. This policy incorporated *The Apprenticeship Act*, *The Tradesmen's Qualifications Act* and *The Welding Act*. This decision was to be approved upon proclamation when planning activities with the Division of Manpower of the Department of Advanced Education and Manpower had sufficient time to work out the details.

Activities at the departmental level with respect to the co-ordination of programs had subsided but the development of new programs continued.

Subsystem Program Development and Co-ordination

Tentative expansion in the area of program services and further education included a development of the Peace River Correctional Institute Pilot Project. AVC Grouard, Fairview College, Grande Prairie College and the Peace River Correctional Institute

contributed information as to the content and operation of the proposed program. This development came about, according to Boutillier (1976), in the following manner:

> . . . During the early part of 1975, Cabinet had decided that the Solicitor General's Department rather than continuing to implement programs under its own auspices should begin to utilize to the greatest extent possible, the resources of other government departments in the province of corrections-related programs. Thus the Department of Advanced Education and Manpower was assigned a major potential role in the provision of educational programs within the correctional service context.

The Worth Report (Worth, 1972:131) had recommended that responsibility for post-secondary educational programs be transferred to the proposed Department of Advanced Education. The PRCI pilot project did not involve such a transfer, but indicated that the possibility of interdepartmental co-operation such as displayed between subsystems and other departments (as in the case of the program of Forest Technology offered by the Northern Alberta Institute of Technology) was possible here as well.

In summary, during 1976 the proposed *Adult Education Act* was abandoned, further powers were given to the Minister of Advanced Education and Manpower, with the approval of the policy entitled *The Manpower Development Act*, and a pilot project involving the Department of the Attorney General was begun in the Peace River Correctional Institute.

1976 STRUCTURES

Structures in the system of post-secondary education in 1976 were the same as in 1975, as illustrated in Figure 7.4. Changes that did take place were in the Department of Advanced

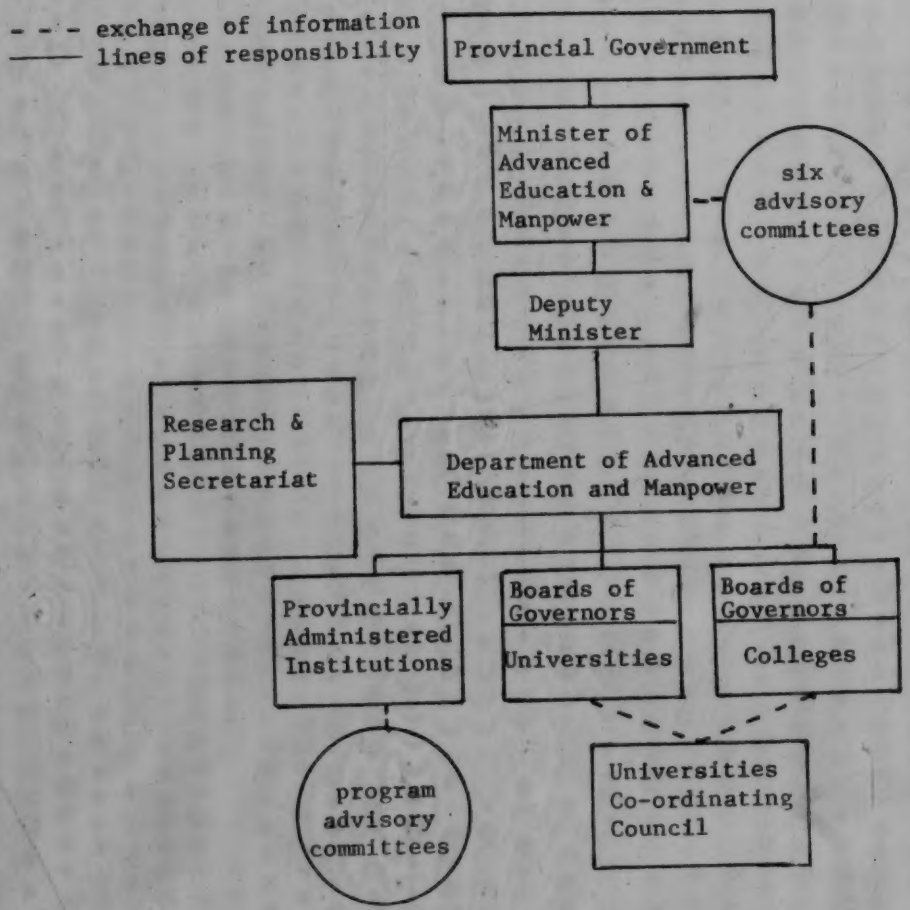

Figure 7.4. Structures of Post-Secondary Education in Alberta, 1976

Sources: *Annual Report of the Department of Advanced Education and Manpower*, 1976, and interviews.

Education and Manpower. This department, in 1975, had consisted of four branches: manpower services, program services, field services and administrative services. During 1976 personnel services and planning secretariat were added. Some of the positions and persons within the Department of Advanced Education and Manpower were changed numerous times during the year. The annual report of this department included three different organizational charts (*Annual Report of the Department of Advanced Education and Manpower*, 1976:5, 7, 9).

One of the more significant structural changes about which very little information could be found, or was volunteered, concerned the replacement of W. H. Worth as Deputy Minister by H. Kolesar, earlier the Chairman of the Colleges Commission and then Assistant Deputy Minister of Advanced Education and Manpower responsible for administrative services.

There seemed no doubt about certain relationships in the minds of those publishing news for the public. *The Calgary Herald* on April 23, 1976, reported:

> Dr. Worth's thinking about education in this province was the draft Adult Education Act. The government abandoned this legislation in the face of strong opposition, principally from the universities . . . it would have become the foundation of his department's authority.

It appears that the attempt to centralize power in the form of a single policy pertaining to all post secondary education contributed to a change in Deputy Ministers.

1976 SUMMARY

Departmental reorganization , program development and some changes in structure were the trends for 1976.

The proposed *Adult Education Act* based in phase two of the recommended reorganization of the Department of Advanced Education begun in January, 1973, was concluded. This proposed act was vigorously opposed, particularly by the university subsystem. Consequently the attempt to create one policy for the system of post-secondary education in Alberta was abandoned.

Information with respect to program development that related to the recommendation of consolidation in the Worth Report (Worth, 1972:131) was found to be related to the Department of the Attorney General. Co-operation between this department and the Department of Advanced Education and Manpower resulted in a pilot project in educational services with the Peace River Correctional Institute

Structural changes occurred within the Department of Advanced Education and Manpower to accommodate more persons providing increased services, not only to the subsystems but also to the department itself.

Generally the trend for 1976 was unchanged from 1975. Even though the proposed *Adult Education Act* was abandoned, centralization of services continued.

SUMMARY OF THE TIME PERIOD 1973 TO 1976

The analysis of data for this time period concerned these subproblems:

7. What were the trends in provincial government policy developments relative to post-secondary education after the Worth Report of 1972?

8. What were the developments in provincial structures governing post-secondary education after the Worth Report of 1972?

Trends in provincial government policy developments during the time period 1973 to 1976 were seen in the reorganization of the Department of Advanced Education which later included Manpower, responses to the Worth Report, and the efforts to co-ordinate post-secondary subsystem educational programs.

The reorganization of the Department of Advanced Education was based on the proposal devised by an advisory committee to the Deputy Minister, W. H. Worth. It was approved by Cabinet in January, 1973. Three phases had been recommended:

1. recruitment of personnel,
2. review of legislation, and
3. on-going modification.

During the four year period under study, it was found that phase one was completed in 1973. The second phase was begun in 1974 and carried through to 1976. Opposition to one policy for the post secondary system of education in Alberta caused the government to abandon it in 1976. The third phase of on-going modification seemed to take place throughout the four years.

Policies that emerged in this time period pertained to the consolidation which the Worth Report had recommended (Worth, 1972: 131). The dissolution in 1973 of the universities and colleges commissions became a fact. The powers of these bodies were transferred to the Department of Advanced Education. Advisory committees were set up to ensure lay input. Co-ordination of programs between the subsystems was begun in 1973.

It was during 1973 that the government officially responded to the Worth Report recommendations. The public had responded first; then the Departments of Education and Advanced Education responded. The Hon. L. Hyndman stated that the government position was between the alternatives of industrial society and a person-centered society that the Report had given. An analysis of government responses that were classified according to content were listed under reorganization and consolidation. It was found that recommendations regarding reorganization received the greater number of responses as compared with the responses regarding consolidation. It was also found that many of those recommendations which received favorable responses had been begun or considered by the previous government in power in Alberta.

During 1974 the main emphasis was upon review of legislation, which was phase two of the proposed reorganization of the Department of Advanced Education. Drafts of the proposed legislation were circulated throughout the system of post-secondary education. The same kind of activities took place in 1975 with respect to the proposed legislation.

Consolidation took place during 1975 as well. The Manpower Division was transferred to the Department of Advanced Education. Program development and co-ordination continued to receive much attention as feedback from the subsystems was solicited. Nursing education programs were evaluated by a task force. Recommended changes included increased control by the department. Guidelines were provided for the subsystems with respect to program development.

During 1976 the second phase of the proposed reorganization was concluded. The proposed legislation was abandoned due to strong opposition from the university subsystem. Program development took place which related to the recommendations of the Worth Report regarding program consolidation. The Department of the Attorney General in co-operation with the Department of Advanced Education and Manpower devised a pilot project for the Peace River Correctional Institute.

Generally, trends in policy development during the time period of 1973 to 1976 supported increased departmental centralization.

Structures during 1973 were devised to provide services for post-secondary subsystems of education in Alberta. The new department, announced in 1971, was planned and organized. Personnel were recruited chiefly from the former Colleges Commission. Advisory committees were set up for the Minister of Advanced Education. During 1974 the structures of post-secondary education in Alberta did not change significantly.

A change of ministers in 1975 also brought the Manpower Division to the Department of Advanced Education. The department thus expanded. During 1976 the department continued to expand due to the addition of more persons to provide additional services to the subsystems. It was during this year that W. H. Worth left the post of Deputy Minister of Advanced Education and Manpower.

Although reorganization of the Department of Advanced Education and Manpower did take place during 1973 to 1976, it was not exactly as the Worth Report had recommended. There was only one division instead of the two proposed, namely advanced and further education. Shared service capabilities decreased rather than continued as had been the case at the beginning of 1973, and as had been recommended by the Report. Consolidation took place as recommended when the Universities and College Commissions were dissolved. Consolidation with respect to programs and services was not considered very important by the government nor by the department. However, some forms of consolidation did take place. Besides the transfer of the Manpower Division to the Department of Advanced Education, powers with respect to manpower training and control of standards were transferred to this department. In this way some aspects of proposed reorganization and consolidation were incorporated into policy and structures of post-secondary education in Alberta during the 1973 to 1976 period.

CHAPTER 8

SUMMARY, CONCLUSIONS AND IMPLICATIONS

Education in Canada has received much attention from the public and from government. Numerous reasons such as population shifts, changing social patterns and mounting costs have been listed by many writers interested in educational problems and developments, and these have been utilized when a provincial government has undertaken large scale investigations into education.

The Commission on Educational Planning was such an investigation into all aspects of education in Alberta. Its task was begun in 1969. Its Report was published in 1972.

SUMMARY OF THE STUDY

The Problem

The purpose of this study was to examine in depth the relationships, if any, between the trends in policies and developments in government structures and the recommendations for this system formulated by the *Report of the Commission on Educational Planning: A Choice of Futures* (the Worth Report).

The Conceptual Framework

The systems approach which has been applied extensively in studies of policy, as Woll (1974) indicated, was used as a conceptual framework for the data collection and analysis in this study. The system was defined as the field of post-secondary education at the provincial and local levels. Subsystems were defined in terms of the type of education offered: universities, public colleges, technical

institutes and vocational centers, and agricultural and vocational colleges.

For the purposes of examining the process of throughput, the stages of decision making were incorporated into a systems model adapted from Thompson (1976:32). These three stages, also found in other policy models as components of throughput, were formulation, approval and evaluation. Factors influencing the formulation of policy and the developments in structure were included in the model. Demands and support were regarded as input. Structures and precedent policies of the system of post-secondary education also influenced policy formulation. Situational factors associated with given issues influenced not only the first stage of throughput (formulation) but also the second stage which was approval. Since implementation was not the focus of this study, the third step was indicated but was not used in the analyses of data.

The Methodology

The methodology employed in this study was the historical case study. Analysis of data was based on sequential time periods, 1968 to 1971 inclusive, 1972, and 1973 to 1976 inclusive. The analysis focused on constituent parts of policy and structures (here called elements or units), their nature, function and their relationship (Catenese and Steiss,1970). Elements were defined as the smallest part contributing to the formulation of policy such as proposals, recommendations or submissions. Structural units were regarded as the smallest part of a branch, division, or organization, consisting of persons

or groups of persons. The nature of policy formulation elements and structural units in combination with their function served to describe the relationship between them. The nature and function of elements and units were based on the first two stages of decision making: formulation and approval.

FINDINGS OF THE STUDY

By means of the methodology described and with the help of the conceptual framework, the trends in policy and developments in the structure of Alberta post-secondary education were examined. The trends in policy and developments in structure were related to the recommendations of the Worth Report concerning consolidation and reorganization of post-secondary education.

Recommendations of the Worth Report (Worth, 1972:131)

Consolidation included the transfer of responsibility for educational programs from:

1. the Department of the Attorney General,
2. the Department of Health and Social Development,
3. the Department of Lands and Forests, and
4. the Department of Culture

to the Department of Advanced Education. It also included the dissolution of the Universities and Colleges Commissions.

Reorganization involved the creation of:

1. two departments of education, the Department of Education and the Department of Advanced Education, with two divisions

within each department.

2. common capabilities which would provide the departments with:
   a) Support Services (ancillary, for example, audio)
   b) Planning Capability (identification of alternatives)
   c) Field Services (decentralized leadership)
3. a Co-ordinating Council which was to be responsible for system-wide services regarding:
   a) Student Finance
   b) Research and Development
   c) Committee on Extra-Provincial Relations.

TRENDS AND DEVELOPMENTS

Time Period 1968 to 1971 Inclusive

Changes in policy and structure affecting the field of post-secondary education during the four years prior to the publication of the Worth Report revealed a trend in the direction of consolidation and reorganization in this field which was recommended by the Report (Worth, 1972:131).

Consolidation of programs in several curriculum areas was done on an informal basis, in others on a more formal basis.

No reference could be found in the related literature recommending that educational programs offered by the Department of the Attorney General should be transferred to the Department of Education. This recommendation was found only in the Worth Report. However, several policy formulation elements that were identified indicated that there

had been discussion prior to 1968 specifically with respect to the variety of nursing programs being offered in the province. Some programs were offered by hospitals, others by nursing aide schools. The issue of inconsistent nursing education programs was made public by briefs presented to the Commission on Educational Planning during 1971. The Psychiatric Nursing Association and the Alberta Certified Nursing Aide Association are examples of information units involved. Officially, the Department of Health and Social Development remained responsible for nuring education in Alberta during the 1968 to 1971 period.

Programs that were the responsibility of the Department of Lands and Forests concerned forest technology. During the late 1960's the Northern Alberta Institute of Technology made informal, co-operative arrangements to offer a course in forest technology. No policy formulation elements could be identified which indicated that such an arrangement created a problem or that it was not adequate.

Those programs that were offered by the Department of Culture and Youth concerned recreation and hobbies. Such courses were offered by this department in some areas in Alberta throughout the 1968 to 1971 period. Extension courses were offered in almost every one of the post-secondary subsystems as well as by various school boards within the province. Competition between those providing such courses appeared to increase during 1968 to 1971,

probably because no admission requirements were in existence and no credits were offered. This situation was not considered a problem by the decision units or by the information units.

Policy formulation elements regarding the transfer of agricultural and vocational colleges to the college subsystem, were found throughout the 1968 to 1971 time period. Many discussion and meetings were held and reports and submissions were made to the decision unit concerning such a transfer. During 1968 the agricultural and vocational schools became colleges. In 1969 E. Ballantyne, Deputy Minister of Agriculture, suggested that co-operative efforts between Saskatchewan and Alberta should be initiated to provide more comprehensive educational opportunities in the northern part of both provinces. Other policy formulation elements were identified for 1970. During this year several studies were undertaken, one of which was done by a Cabinet committee which formed an information unit. The Hon. R. Clark, the Hon. O. Fimrite and the Hon. H. Ruste reviewed the role of the Vermilion Agricultural and Vocational College. It was public knowledge during 1971 that there was dissatisfaction in the subsystem of agricultural education with respect to resistance on the part of the decision unit to integrate the agrcicultural and vocational colleges into the public college subsystem.

The first part of the recommendation for consolidation concerned the transfer of programs from several government departments to the Department of Advanced Education. The second part of the consolidation recommended by the Worth Report was the dissolution of

the Universities and the Colleges Commissions. Policy formulation elements identified for 1968 to 1971 and pertaining to this recommendation indicated that some forms of dissolution had been considered by the decision unit. For example, the Hon. R. Clark, former Minister of Education, in a personal interview February 24, 1977, indicated that there were discussions during 1969, 1970 and 1971 at the Cabinet level that concerned changing the structures governing universities and colleges. Consideration was being given to having one commission instead of two.

Consolidation of programs during 1968 to 1971 according to policy formulation elements identified, was being considered in some of the subsystems of post-secondary education in Alberta. Consolidation of the Universities and Colleges Commissions was also under consideration by the decision unit.

Reorganization of educational responsibility at the post-secondary level in the province of Alberta during 1968 to 1971 had begun in some of the areas which were specifically recommended by the Worth Report in 1972.

The Report recommended the establishment of two departments, one for basic education and one for advanced education. Each department was to have two divisions. No policy formulation elements could be located for this period which indicated that a reorganization of such a nature was being discussed or considered by the decision unit. It was after a change in government in late 1971 that a new department which would take responsibility for advanced education was announced.

The Report recommended the sharing of common capabilities between the two departments, specifically in three areas: support, planning and field services. The first policy formulation elements identified which indicated a need for shared capabilities surfaced during the time when the Interim Proposals for the Commission on Educational Planning were made public in 1971.

The sharing of support services such as audio visual and multi-media approaches to teaching and learning were partly in progress in 1968. School broadcasts and common educational programs throughout Alberta was an indication of the sharing of air waves. During 1969 and 1970 ACCESS, a type of "Sesame Street" approach to early childhood education was developed. L. Shorter, interviewed on March 15, 1977, was involved in this development as it was changed to accommodate adult and university programs which were in the planning stages. These changes were not made public until after the change in decision unit at which time the plans for the "organization designate" were given to the Commission on Educational Planning by the new government. A recommendation for the establishment of ACCESS was thus incorporated into the Worth Report (Worth, 1972:270).

During 1968 to 1971 there was generally little or no sharing of services and capabilities between the subsystems. The university and college subsystems each had their own planning capabilities; each devised plans for program co-ordination. The universities contributed to the Academic Plan concerning university program co-ordination and development, while colleges and other non-university institutions con-

tributed to Master Plan Number One. This latter plan concerned college role co-ordination and program development.

The first policy formulation element identified during the period 1968 to 1971 which pertained to the need for a co-ordinating council for programs was given in 1971 by the Transfer Council, chaired by G. L. Mowat, who had also been active on the 1968-69 Provincial Board of Post-Secondary Education, and in the 1959 Royal Commission on Education. This indicated that Mowat was an important information unit during this period.

There was no indication during 1968 to 1971 that a need existed for the establishment of the Committee on Extra-Provincial Relations recommended by the Worth Report (1972:131). The Minister of Education functioned in the extra-provincial capacity.

The trends in policy and developments in structure during the period of time 1968 to 1971 inclusive indicated that in some measure the consolidation and reorganization advocated by the Worth Report were already in progress at the time of its publication in 1972.

1972

Consolidation of programs under discussion in 1972 which were identified as policy formulation elements, pertained chiefly to nursing education. Exchange of information was carried out between the new Department of Advanced Education, the schools of nursing education, and some of the nursing associations in relation to programs. Co-operative arrangements between subsystems continued; for example the Northern Alberta Institute of Technology co-operated with the Department of Youth and Culture and the Department of Lands and Forests in providing a program in forestry. Agricultural

educational programs had been consolidated before the Report was published, and recommendations for such consolidation were likely omitted from the Worth Report for this reason.

The second type of consolidation recommended by the Report concerned the dissolution of the Universities and Colleges Commissions. No indication was given, during interviews for the present study, that the establishment of the Department of Advanced Education was based on an assumption that the commission form of governance for university and college subsystems would be dissolved. The dissolution however, followed when plans were begun for the reorganization of this new department.

Reorganization of structures for post-secondary education had been recommended by the Worth Report. Two departments of education which would share capabilities were recommended. A co-ordinating council was to ensure adequate over-all communication and co-ordination. The new government which had announced this move in 1971, waited until 1972 to establish the new department. It had not made provision for each of these departments to have two divisions. Three service capabilities were shared between the two departments. These were the school book branch, personnel, and finance and planning.

An advisory committee to the Deputy Minister of Advanced Education was established in order to begin intensive planning for reorganization. After six weeks of planning the committee's proposed reorganization was approved by the decision unit. Three phases were proposed:

1. recruitment of personnel,
2. review of legislation related to Advanced Education, and,
3. on-going modification.

The Worth recommendations for a co-ordinating council and boards and committees responsible to it were not included in the proposal. The Ministers of Education and Advanced Education continued to function in the extra-provincial relations capacity.

One of the significant developments in the structural changes was the appointment of W.H. Worth as Deputy Minister of Advanced Education. It was his responsibility to reorganize the new department. Substantial changes thus took place during 1972.

Time Period 1973 to 1976 Inclusive

Trends in policy and the developments in structure that took place during the four years following the publication of the Worth Report in 1972 revealed a continuation of the trends toward reorganization which had begun earlier and which had been recommended by the Report (Worth, 1972:131).

Consolidation of programs from other government departments was not undertaken during this time period. There was no indication during 1973 to 1976 of consolidation of programs from the Department of the Attorney General to the Department of Advanced Education and Manpower. However, during 1976 a pilot project involving the Peace River Correctional Institute was undertaken. Co-operative efforts between the departments responsible for nursing education and forestry education with the institutions concerned, continued. The Department of Advanced Education and Manpower bacame increasingly involved in programs of nursing education. "The Report of the Task Force on Nursing Education" was published in 1975. It recommended a comp-

rehensive, systematic provincial approach to programs of nursing education. During 1976 discussions by the decision units and information units involved, included other health services which were identified as belonging in the area of allied health service education. One development during 1973 to 1976 in the area of agricultural and vocational education was directly related to previous efforts at interprovincial co-operation in 1969 and 1970 between Alberta and Saskatchewan. In 1975 Keyano and Lakeland Colleges, which serviced northeastern Alberta and northwestern Saskatchewan, began operation. They were formally established in 1976. These were essentially the institutions which had been involved in the Cabinet study of the Fairview and Vermilion Agricultural and Vocational College.

The Worth Report had also recommended that the Universities and Colleges Commissions should be dissolved. This was completed in 1973.

Reorganization of the Department of Advanced Education continued during the 1973 to 1976 time period. The proposal of the advisory committee to the Deputy Minister was followed closely. Phase one, the recruitment of personnel, was completed in 1973 and continued as the department expanded. Phase two of the advisory committee's proposal was a review of legislation. This was carried out extensively. A draft of the proposed *Adult Education Act* , which incorporated all existing legislation pertaining to post-secondary education in Alberta, was circulated among the subsystems. Strong opposition from information units some of which belonged to the university sub-

system, caused this draft to be abandoned. The third phase of on-going modification proposed by the advisory committee to the Deputy Minister at the beginning of this time period, took place throughout this period.

The Report had proposed the sharing of service capabilities between the Departments of Education and Advanced Education. At the beginning of the 1973 to 1976 time period, three services were shared: school book branch, personnel, and finance and planning. During the course of the four years following the publication of the Worth Report this sharing of capabilities between the departments was seen as infeasible. Each department developed its own capabilities. The Department of Advanced Education strengthened its planning capability when the Manpower Division was transferred to the Department of Advanced Education. This transfer could also be viewed as a form of consolidation. The proposed support capability had involved ancillary services such as audiovisual programming. During 1974 ACCESS, plans for which had begun in 1969 and 1970 but not made public by the previous decision unit, was proclaimed as a corporation.

The Co-ordinating Council recommended by the Report came into existence as an advisory committee. During 1973 the Student Finance Board was established. This was in keeping with the Worth recommendation that this be done. Research and Development capabilities which were devised during the years 1973 through 1976 concerned the transfer of the Manpower Division which the Report had not recommended.

The Committee on Extra-Provincial Relations proposed

by the Worth Report took the form of a Cabinet Committee on Education which had been commonly known as the Alberta Educational Communications Authority. This title became official.

One development during the 1973 to 1976 period which was not directly related to the recommendations of the Worth Report for consolidation and reorganization was the response of the government or decision unit to the Worth Report. About four hundred recommendations were identified. An analysis in this study of government responses to those recommendations that related to consolidation and reorganization indicated that more attention was paid by the decision unit to the recommendations regarding reorganization than consolidation, not only at the time the Report was tabled, but also during the previous time period and activities taking place. Most of the recommendations which were responded to positively had been in the process of development when the new decision unit took power.

The recommendations regarding consolidation found in the Report did not receive as much attention. The commission form of government was dissolved, and the transferring of responsibility for nursing education programs to the Department of Advanced Education and Manpower was endorsed. Apparently it was assumed that W.H. Worth as Deputy Minister would influence the acceptance and implementation of recommendations. According to the former Minister of Advanced Education and Manpower, Hon. J. Foster, W.H. Worth was responsible for efforts at reorganizing the post-secondary system of education in Alberta.

These findings, which are presented briefly above are found in Table 8.1.

In summary, the time period of 1968 to 1971 inclusive was marked by discussions which appear to have been intended to create the means for a smoother transition to a change in policies and structures affecting in particular the subsystem of agricultural and vocational education. The seeming state of inertia ended in 1971 with a change of government which promptly acted to establish a new Department of Advanced Education.

Policy formulation elements identified during the time period 1973 to 1976 inclusive indicated that the new Department of Advanced Education as a subsystem, became more powerful. There was increased centralization with great emphasis upon the decision unit and its powers. Boundaries between the subsystems of post-secondary education in Alberta became less distinct than during 1968 to 1971, but did not disappear.

CONCLUSIONS AND IMPLICATIONS

The conclusions and implications presented here are based on the findings of the study. Certain limitations were imposed on the study, not only by the assumptions, scope and complexity but also by lack of accessibility to certain documents. Strictly speaking the conclusions are valid only for the time span 1968 to 1976 inclusive. However, the following conclusions and implications should be of interest to those concerned with policy formulation in the post-secondary sector of education.

	REPORT RECOMMENDATIONS	1968	1969	19
CONSOLIDATION	A. Programs from Departments of:			
	Attorney General (A-G)	No reference to program consolidation from De		
	Health and Social Development (HSD)	Nursing aide and hospital-based schools of nursing programs	Discussions regarding	
	Lands and Forests (L&F)	Co-operative arrangements--NAIT and Departmen		
	Culture and Youth (C&Y)	Extension courses at subsystem level, includi the Department of Cultu		
	Agriculture *(ex post facto)* (Ag) to Department of Advanced Education	Agricultural and vocational colleges formed	Northeastern expansion (Ballantyne)	Studies discussi
	B. Dissolve Universities and Colleges Commission	R. Clark entertaining the idea of one commiss for universities and colleges		
			WORTH COMMISSIONED--CEP*	
REORGANIZATION	A. Two Departments; two divisions in each	One department in existence, no second one co		
	B. Common Capabilities:			
	1. support (ancillary, e.g. audio)	School broadcasts in existence		
	2. planning (identification of alternatives)	Separate subsystem capabilities for planning;		
	3. field services (decentralized leadership)			
	C. Co-ordinating Council			
	1. student finance	Separate subsystem co-ordination (colleges (universitie		
	2. research and development			
	3. Committee on Extra-provincial Relations	Minister of Education functioned in extra-pro		

1 of 1

TABLE 8.1. A SUMMARY OF TRENDS AND DEVEL

CEP - Commission on Educational Planning

NAIT - Northern Alberta Institute of Technology

ACCESS - the registered trade style for Alberta Educational Communications Corporation

1968	1969	1970	1971
			Change of Government
No reference to program consolidation from Department of Attorney General			
sing aide and hospi- -based schools of sing programs	Discussions regarding nursing education; briefs to CEP*		
Co-operative arrangements--NAIT* and Department of Lands and Forests			
Extension courses at subsystem level, including some areas covered by the Department of Culture and Youth			
icultural and voca- nal colleges formed	Northeastern expansion (Ballantyne)	Studies and discussion	Cabinet Committee--part of new department
R. Clark entertaining the idea of one commission for universities and colleges			Actual Formation of Department of Advanced Education
	WORTH COMMISSIONED--CEP*		Interim CEP proposals made public
One department in existence, no second one considered			Two departments formed
School broadcasts in existence		ACCESS* (not made public)	
Separate subsystem capabilities for planning; separate (Academic, Master) plans			
Separate subsystem co-ordination (colleges (universities			Transfer Council suggested by Mowat
Minister of Education functioned in extra-provincial relations capacity			

TABLE 8.1. A SUMMARY OF TRENDS AND DEVELOPMENTS 1968 TO 1976

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echnology

r Alberta Educational Communications Corporation

		1972	1973	1974	
PRESENTATION OF WORTH REPORT, June 16, 1972		A. Programs from:			
		A-G No indication of discussion	No indication of co-operation . . .		
		HSD Nursing education discussion	Some nursing programs offered in jr. colleges	Nursing education discussion	Report on Nu
		L&F Continuing co-operative arrangements with NAIT	Continued co-operative efforts between NAIT		
		C&Y Extension courses at subsystem level	Continued extension courses, increased numbe		
		Ag Agricultural and vocational college integration	Agricultural and vocational colleges integrated	Northwestern Alberta and B.C. discussions	
		B. Intention to adopt Worth Report recommendation	Commissions dissolved; advisory committees		
			W. H. WORTH AS DEPUTY MINISTER OF ADVANCED		
	Advisory Committee to the Deputy Minister to operationalize reorganization	A. Two departments, not two divisions	Two departments, but not two divisions in e		
		Three phases proposed	Phase I--recruitment	Phase II--legislation, begun	
		B. Common Capabilities: 1. school book branch 2. personnel 3. finance and planning	Seen as infeasible by departments	ACCESS proclaimed	Manpo trans Advan
			C. Co-ordinating Council--an advisory committee 1. Student Finance Board 2. Co-operative planning with Manpower 3. Alberta Educational Communications Authority fu r elations capacity		
		Cabinet Committee on Education			

PRCI - Peace River Correctional Institute

	1973	1974	1975	1976
	No indication of co-operation . . .			PRCI* Pilot Project
	Some nursing programs offered in jr. colleges	Nursing education discussion	Report of Task Force on Nursing Education	Allied health services education discussions
	Continued co-operative efforts between NAIT and Department of Lands and Forests			
	Continued extension courses, increased number of further education councils			
	Agricultural and vocational colleges integrated	Northwestern Alberta and B.C. discussions		Keyano and Lakeland Colleges opened
	Commissions dissolved; advisory committees established			
	W. H. WORTH AS DEPUTY MINISTER OF ADVANCED EDUCATION			W. H. WORTH REPLACED
	Two departments, but not two divisions in each			
	Phase I--recruitment	Phase II--legislation, begun and abandoned		Phase III--modification
	Seen as infeasible by departments	ACCESS proclaimed	Manpower Division transferred to Advanced Education	
	C. Co-ordinating Council--an advisory committee 1. Student Finance Board 2. Co-operative planning with Manpower 3. Alberta Educational Communications Authority functioned in extra-provincial relations capacity			

Institute

Conclusions

1. A given period of about a decade preceded policy changes in post-secondary education during which time the decision unit was well established. For instance, discussions about agricultural education by authorities were carried on for more than five years before the decision to transfer agricultural and vocational colleges to the public college subsystem was reached. Discrepancies in the programs of nursing education were discussed since 1969. Indications in 1976 were that this issue would soon be resolved.
2. Some of the conditions for the acceptance of intended policy or adaptation of existing policy seemed to be timing and a state of readiness of those involved. Instances were the reorganization of the Department of Advanced Education and the participatory manner in which Master Plan Number One for the public college subsystem was created, respectively.
3. Formal consolidation of programs seemed to be dependent upon the degree to which co-operation between institutions and subsystems was believed to be lacking, as perceived by the government or decision unit.
4. The change in government may have had more impact upon post-secondary educational developments with respect to policy and structure than did the recommendations of the Worth Report.
5. The sharing of service facilities and capabilities between government departments appeared not to be as effective as assumed or indicated by the Worth Report, perhaps due to

factors such as subsystem tensions, location and proximity of physical facilities, the number of relationships that can be tolerated within a given system in relation to the tasks it is to perform, and availability of resources such as funds.

6. The recommendations for consolidation and reorganization as outlined by the Worth Report (Worth, 1972:131) were changed as the new Department of Advanced Education was developed.
7. The Worth Report seemed to have been most useful as a means of assessing or gauging progress or status of education in Alberta by the government. Although it was intended to be used as a planning tool, evidence that it was generally used for such purposes could not be located or was not made public.
8. The Report served as a means to articulate and to publicize the needs and problem areas in the field of education. The process of heavily involving interested persons, groups, institutions and the public at large appeared to have great symbolic value, indicating to the public that the government did in fact recognize its responsibility.
9. The Report served as a means to funnel developments already in progress, bringing them into focus and giving them public attention.
10. The systems approach used in this study provided a means to remove the researcher from the data in such a manner as to ensure greater objectivity.

Implications

Some of the implications arising out of the above conclusions concern directions for further research, for practice, and for study in educational administration.

1. Reasons for lack of effective sharing of service facilities between subsystems such as the departments of Education and the Department of Advanced Education and Manpower needs study.
2. Changes in policy during the implementation stage as well as the process of implementation need further study, so that factors can be identified which need to be taken into consideration when planning.
3. Policy changes sought by those in educational administration may have to be mapped out or planned for implementation over a span of time extending from five to ten years, depending upon the scope of change sought.
4. Some of the conditions which appear to be necessary for successful acceptance of a policy or changes in structure would seem to include the development of an action plan by educational administrators, one that gives attention to timing and the state of readiness of those involved in the implementation.
5. Thorough knowledge and understanding by those in the field of education of how the particular party in power operates with respect to publicity and secrecy seem to be important prerequisites when changes in policy or structure are sought by educators.

6. The format for a given report, such as a Royal Commission Report, needs to be considered carefully by all involved. For instance, although the Worth Report contained many discrete elements for planning and policy formulation, its format and open-ended style may have, in some respects, acted to prevent this document from reaching its full potential as a planning tool.
7. The systems approach has great potential in the study of developments in policy and structure in education, in providing not only a framework for analysis of process but also a view of the context of such a process.

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APPENDICES

A. List of Government Officials and Committee Memberships, 1968 - 1976

B. Reorganization of the Department of Advanced Education

C. List of Interviewees and Content of Interviews

APPENDIX A

LIST OF GOVERNMENT OFFICIALS AND COMMITTEE MEMBERSHIPS

1968 - 1976

1968 MEMBERSHIPS

Department of Education

Minister of Education - Hon. Mr. R. Reierson
Deputy Minister of Education - Dr. T. C. Byrne
Chief Superintendent of Schools - Mr. R. E. Rees

Department of Agriculture

Minister of Agriculture - Hon. Mr. H. E. Strom
Deputy Minister of Agriculture - Dr. E. E. Ballantyne

Universities Commission

Mr. W. D. C. Mackenzie - Chairman (succeeding Dr. A. Stewart)
Judge A. J. Cullen
Dr. T. C. Byrne - Deputy Minister of Education
Mr. F. G. Stewart - Deputy Provincial Treasurer
Dr. G. L. Burton
Dr. E. P. Scarlett
Dr. C. Macleod
Mr. H. G. Thomson
Mr. M. E. Wolfe

Provincial Board of Post Secondary Education

Dr. G. L. Mowat, Chairman
Dr. E. E. Ballantyne - Deputy Minister of Agriculture
Mr. J. J. Comessotti - Trustee, Mount Royal Junior College Board
Mr. H. A. Doherty - Executive Assistant, ATA
Mr. L. K. Haney - Trustee, Lethbridge Junior College Board
Dr. N. O. Matthews - Dean, Medicine Hat Junior College
Mr. J. Mitchell - Director, Vocational Education, Department of Education
Mr. F. M. Riddle - Superintedent of Schools, Grande Prairie School District No. 2357
Dr. W. E. Smith - Past President, ATA
Mr. G. Sterling - Principal, Benalto Elementary-Junior High School
Dr. A. Stewart - Chairman, Universities Commission
Dr. R. Warren - Superintendent of Schools, Calgary Public School System
Dr. M. Wyman - Academic Vice-President, University of Alberta
Dr. H. Kolesar - Executive Assistant

Board of Agricultural Education

Hon. H. E. Strom, Minister of Agriculture
Dr. E. E. Ballantyne, Deputy Minister of Agriculture
Mr. J. Wilson Jr.
Mrs. R. Johnston

Mr. L. G. Seath
Mr. C. Doan
Mr. J. E. Birdsall
Mr. J. A. R. Palin
Mrs. H. Simonson
Dr. A. R. Robblee
Mrs. M. G. Roberts
Mr. S. S. Graham
Mr. J. E. Hawker
Mr. W. J. Collin

1969 MEMBERSHIPS

Department of Education

Minister of Education - Hon. Mr. R. C. Clark
Deputy Minister of Education - Dr. T. C. Byrne

Commissioner for the Commission on Educational Planning - Dr. W. H. Worth

Department of Agriculture

Minister of Agriculture - Hon. Mr. W. A. Ruste
Deputy Minister of Agriculture - Dr. E. E. Ballantyne

Universities Commission

Dr. A. Stewart - Chairman
Dr. T. C. Byrne - Deputy Minister of Education
Mr. F. G. Stewart - Deputy Provincial Treasurer
Dr. G. L. Burton
Judge A. J. Cullen
Dr. G. Govier (replacing W. D. C. Mackenzie who resigned)
Dr. C. M. Macleod
Mr. M. E. Wolfe

Provincial Board of Post Secondary Education of which Dr. H. Kolesar was chairman, was dissolved by the Minister of Education, the Hon. R. Clark, on June 16, 1969, and replaced with the

Colleges Commission

Dr. H. Kolesar - Chairman
Dr. T. C. Byrne - Deputy Minister of Education
Dr. C. E. Ballantyne - Deputy Minister of Agriculture
Mr. F. G. Stewart
Mr. W. H. Bowers
Mr. J. J. Comessotti
Mr. P. M. Jewell
Mr. J. P. Mitchell
Dr. M. Wyman (replaced Dr. G. L. Mowat)
Mr. F. Riddle (replaced Mr. J. W. Bulcock)

Board of Agricultural Education

Hon. Mr. H. A. Ruste, Minister of Agriculture
Dr. E. E. Ballantyne - Deputy Minister of Agriculture
Mr. S. S. Graham - Director, Extension and Colleges
Mr. J. E. Hawker - Director, Agricultural and Vocational Colleges
Mr. W. J. Collin, Co-ordinator of Agricultural Education
Dr. T. C. Byrne - Deputy Minister of Education
Mrs. M. G. Roberts - Alberta Women's Institute
Mrs. H. Simonson - Member-at-large
Mr. J. Bentley - Alberta Federation of Agriculture
Mr. H. Nagel - Member-at-large
Mr. N. Dreger - Fairview Alumni Association
Dr. F. V. MacHardy - Faculty of Agriculture, U. of A.
Mr. D. Robertson, Olds Alumni Association
Mr. C. Noble - Alberta Association of Municipal Districts
Mr. J. Briggs - Vermilion Alumni Association
Mr. R. Gruenwald - Member-at-large, Lethbridge
Mr. J. E. Birdsall - Principal, Olds Agricultural College
Mr. J. A. R. Palin - Principal, Fairview Agricultural College
Mr. W. S. Baranyk - Principal, Vermilion Agricultural College

1970 MEMBERSHIPS

Department of Education

Minister of Education - Hon. Mr. R. C. Clark
Deputy Minister of Education - Dr. T. C. Byrne

Department of Agriculture

Minister of Agriculture - Hon. Mr. H. A. Ruste
Deputy Minister of Agriculture - Dr. E. E. Ballantyne

The Alberta Universities Commission

Dr. A. Stewart - Chairman
Dr. T. C. Byrne - Deputy Minister of Education
Mr. F. G. Stewart - Deputy Provincial Treasurer
Dr. G. L. Burton, Claresholm
Dr. G. W. Govier, Calgary
Dr. C. M. Macleod, Edmonton
Mr. H. G. Thomson, Edmonton
Mr. M. E. Wolfe, Edmonton

Full time officers:
Dr. A. M. Kristjanson, Academic Planning
Mr. J. R. B. Jones, Capital Planning
Mr. H. W. Ford, Secretary and Financial Analyst
Dr. G. Loken, Research and Information

The Colleges Commission

Dr. T. C. Byrne - Deputy Minister of Education
Dr. E. E. Ballantyne - Deputy Minister of Agriculture
Mr. F. G. Stewart - Deputy Provincial Treasurer
Mrs. W. C. Taylor, Wainwright
Mr. W. H. Bowes, Grande Prairie
Mr. J. J. Comessotti, Calgary
Mr. R. M. Jewell, Red Deer
Mr. J. R. Mitchell, Vulcan
Dr. H. Kolesar - Chairman

Board of Agricultural Education

Hon. H. A. Ruste - Minister of Agriculture
Dr. E. E. Ballantyne - Deputy Minister of Agriculture
Mr. S. S. Graham - Director, Extension and Colleges
Mr. J. E. Hawker - Director, Agricultural and Vocational Colleges
Mr. W. J. Collin - Co-ordinator of Agricultural Education
Dr. T. C. Byrne - Deputy Minister of Education
Mrs. M. G. Roberts - Alberta Women's Institute
Mrs. H. Simonson - Member-at-large
Mr. J. Bentley - Alberta Federation of Agriculture
Mr. H. Nagel - Member-at-large
Mr. N. Dreger - Fairview Alumni Association
Mr. R. Brown - Alberta Association of Municipal Districts
Mr. J. Briggs - Vermilion Alumni Association
Mr. D. Robertson - Olds Alumni Association
Dr. F. V. MacHardy - Faculty of Agriculture, U. of A.
Mr. R. D. Gruenwald - Member-at-large, Lethbridge
Mr. J. E. Birdsall - Principal, Olds Agricultural College
Mr. J. A. R. Palin - Principal, Fairview Agricultural College
Mr. W. S. Baranyk - Principal, Vermilion Agricultural College
Mr. M. Tellier - Alberta School Trustees' Association

1971 MEMBERSHIPS

Department of Education

Hon. Mr. R. C. Clark - Minister of Education
succeeded by Hon. Mr. L. Hyndman
Dr. T. C. Byrne - Deputy Minister of Education

Hon. Mr. J. Foster - Minister of Advanced Education (a new portfolio)
Mr. A. Bredo - Acting Deputy Minister of Advanced Education
succeeded by Dr. R. E. Rees

Department of Agriculture

Hon. Mr. H. A. Ruste - Minister of Agriculture
succeeded by Hon. Dr. H. M. Horner
(This office, after the election, was no longer part of the system of post secondary education in Alberta)

Dr. E. E. Ballantyne - Deputy Minister of Agriculture
succeeded by Dr. G. R. Purnell

Universities Commission

Mr. H. G. Thomson - Chairman, Edmonton
Dr. R. E. Rees - Deputy Minister of Advanced Education, Edmonton
Mr. A. F. Collins - Deputy Provincial Treasurer, Edmonton
Dr. G. L. Burton, Claresholm
Dr. R. M. Hardy, Edmonton
Mr. H. T. Hargrave, Walsh
Mr. W. D. C. Mackenzie, Calgary
Dr. C. M. Macleod

Full time officers:
Dr. A. M. Kristjanson - Academic Planning
Mr. J. R. B. Jones - Capital Planning
Mr. H. W. Ford - Secretary and Financial Analyst

Colleges Commission

Dr. H. Kolesar - Chairman
Dr. R. E. Rees - Deputy Minister of Advanced Education
Dr. G. R. Purnell - Deputy Minister of Agriculture
Mr. A. F. Collins - Deputy Provincial Treasurer
Mrs. W. C. Taylor, Wainwright
Mr. R. J. Comessotti, Calgary
Mr. R. M. Jewell, Red Deer
Mr. J. D. Mitchell, Vulcan
Dr. J. J. Quinn, Grande Prairie

Executive officers:
Dr. H. Kolesar
Dr. M. R. Fenske - Administrative Services
Dr. R. G. Fast - Instructional Services
Mr. R. A. Bocetti - Research and Planning
Mr. G. E. Yost - Information
Mr. N. J. Chamchuk - Executive Assistant
Mr. J. F. Batty - Financial Services

Other units:
Dr. G. L. Mowat - Chairman of Committee on Transfers
Dr. W. H. Worth - Chairman of Commission on Educational Planning

Board of Agricultural Education

Hon. James L. Foster - Minister of Advanced Education
Dr. G. R. Purnell - Deputy Minister of Agriculture
Dr. R. E. Rees - Deputy Minister of Advanced Education
Mrs. M. Alexander - President of Alberta Women's Institute
Mrs. E. Pederson - President of Women of Unifarm
Mrs. H. Simonson - Member-at-large

Dr. F. V. MacHardy - Dean of Agriculture, U. of A.
Mr. N. Jones - Alberta School Trustees' Association
Mr. D. Manderson - Unifarm
Mr. M. Tellier - Member-at-large
Mr. D. J. Robertson - Olds College Alumni
Mr. C. Maclaine-Pont - Fairview College Alumni
Mr. G. E. Sanders - Vermilion College Alumni
Mr. J. E. Hawker - Director, Olds, Vermilion and Fairview Colleges, Department of Advanced Education
Mr. J. E. Birdsall - Principal, Olds College, Dept. of Adv. Ed.
Mr. W. S. Baranyk - Principal, Vermilion College, Dept. of Adv. Ed.
Mr. J. A. R. Palin - Principal, Fairview College, Dept. of Ad. Ed.
Mr. K. R. Parker - Agricultural Co-ordinator, College Education, Department of Advanced Education
Mr. C. J. McAndrews - Director, Extension Division, Department of Agriculture

1972 MEMBERSHIPS

Hon. Mr. J. Foster - Minister of Advanced Education
Dr. R. E. Rees - Deputy Minister of Advanced Education to June 9, 1972
Mr. J. P. Mitchell - Acting Deputy Minister to September, 1972
Dr. W. H. Worth - Deputy Minister, September, 1972.

Hon. Mr. J. Koziak - Minister of Education
Dr. E. Hawkesworth - Deputy Minister of Education

Universities Commission

Mr. H. G. Thomson - Chairman, Edmonton
Dr. R. E. Rees - Deputy Minister of Advanced Education, Edmonton
Mr. A. F. Collins - Deputy Provincial Treasurer, Edmonton
Dr. G. L. Burton, Claresholm
Dr. R. M. Hardy, Edmonton
Mr. W. D. C. Mackenzie, Calgary
Dr. C. M. Macleod, Edmonton

Full time officers:
Dr. A. M. Kristjanson - Academic Planning
Mr. J. R. B. Jones - Capital Planning
Mr. H. W. Ford - Secretary and Financial Analyst

Colleges Commission

Dr. H. Kolesar - Chairman
Dr. R. E. Rees - Deputy Minister of Advanced Education
Dr. G. R. Purnell - Deputy Minister of Agriculture
Mr. A. F. Collins - Deputy Provincial Treasurer
Mrs. W. C. Taylor, Wainwright
Mr. J. J. Comessotti, Calgary
Mr. R. M. Jewell, Red Deer

Mr. J. D. Mitchell, Vulcan
Dr. H. J. Quinn, Grande Prairie

Executive Officers:
Dr. H. Kolesar - Chairman
Dr. M. R. Fenske - Administrative Services
Dr. R. G. Fast - Instructional Services
Mr. R. A. Bocetti - Research and Planning
Mr. G. E. Yost - Information
Mr. N. J. Chamchuk - Executive Assistant
Mr. J. F. Batty - Financial Services

Advisory Committee on Reorganization (struck by Dr. W. H. Worth, Deputy Minister of Advanced Education):

Mr. W. S. Baranyk - Agricultural Colleges
Dr. T. A. Blowers - Planning Assistant
Mr. D. L. Campbell - Vocational and Technical Education
Dr. M. R. Fenske - Alberta Colleges Commission (Chairman)
Mr. H. W. Ford - Alberta Universities Commission
Dr. R. Brian Staples - Continuing Education
Mr. D. Deiseach - Secretary

Cabinet Committee on Education

Hon. Mr. L. Hyndman - Minister of Education
Hon. Mr. J. Foster - Minister of Advanced Education
Hon. Mr. A. E. Hohol - Minister of Manpower and Labour

1972 - 1974 INCLUSIVE

Agricultural Education and Rural Extension Advisory Committee

Members:
Mr. J. E. Hawker, Director of Extension, Department of Agriculture
Dr. F. V. MacHardy - Dean of Agriculture, University of Alberta
Mr. A. Bunney - Alberta School Trustees' Association
Mr. R. Brown - Alberta Association of Municipal Districts and Counties
Mr. D. Manderson - Unifarm
Mrs. C. D. Alexander - Alberta Women's Institute
Mrs. E. Pedersen - Women of Unifarm
Mr. D. J. Robertson - Olds College Alumni
Mr. G. E. Sanders - Vermilion College Alumni
Mr. C. MacLaine-Pont - Fairview College Alumni
Members-at-large:

Mr. M. Tellier	Mrs. A. Seutter
Mr. L. Haney	Mrs. G. Hazlett
Mr. A. Beattie	Mr. D. Spencer
Mr. B. Perkins	Mrs. R. Schmitt

Ex-officio members:

Hon. Dr. H. Horner - Minister of Agriculture
Dr. G. R. Purnell - Deputy Minister of Agriculture
Mr. C. J. McAndrews - Assistant Deputy Minister
Hon. J. L. Foster - Minister of Advanced Education
Dr. W. H. Worth, Deputy Minister of Advanced Education
Dr. E. K. Hawkesworth - Deputy Minister of Education
Mr. J. E. Birdsall - Principal, Olds College
Mr. W. S. Baranyk - Principal, Vermilion College
Mr. J. A. R. Palin - Principal, Fairview College
Mr. W. J. Collin - Co-ordinator, College Education
Mr. J. G. Calpas - Regional Director, Department of Agriculture
Mr. H. M. Douglas - Regional Director
Mr. J. S. Duncan - Regional Director
Mr. H. J. Fulcher - Regional Director
Mr. A. Reimer - Regional Director

1973 MEMBERSHIPS

Hon. Mr. J. Foster - Minister of Advanced Education
Dr. W. H. Worth - Deputy Minister of Advanced Education

Hon. Dr. A. E. Hohol - Minister of Manpower and Labour

Alberta Educational Communications Authority

Hon. Mr. L. Hyndman - Minister of Education
Hon. Mr. J. Foster - Minister of Advanced Education
Hon. Dr. A. E. Hohol - Minister of Manpower and Labour

Some Advisory Committees

University Affairs
College Affairs
Technical, Vocational and Manpower Education
Further Education
Native People's Education
Student Affairs
Agricultural Education and Rural Extension Advisory Committee
Alberta Educational Communications Authority Advisory Committee

1974 AND 1975 MEMBERSHIPS

Hon. Mr. J. Foster - Minister of Advanced Education
succeeded by Hon. Dr. A. E. Hohol who became Minister of Advanced Education and Manpower, April 13, 1975
Dr. W. H. Worth - Deputy Minister of Advanced Education and Manpower

Alberta Educational Communications Authority

Hon. Dr. A. E. Hohol - Minister of Advanced Education and Manpower
Hon. Mr. J. Koziak - Minister of Education

APPENDIX B

REORGANIZATION OF THE DEPARTMENT OF ADVANCED EDUCATION

REORGANIZATION

of the

DEPARTMENT OF ADVANCED EDUCATION

APPROVED BY CABINET JANUARY 30, 1973

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I. INTRODUCTION

The Department of Advanced Education, in existence since September 10, 1971, was established formally on June 2, 1972, when The Advanced Education Act (Bill 33) was proclaimed.

A. Definition

The term "Advanced Education" means:

1) all educational services provided by universities, colleges, institutes of technology, agricultural and vocational colleges, and vocational training centres;

2) adult education or training programs and services provided by school boards, or other public or private agencies.

B. Purpose

The basic purpose of the Department of Advanced Education is to provide the leadership, service, and coordination necessary to ensure the efficient development and functioning of an effective system of advanced education responsive to the needs of all Albertans.

C. Current Organization

Currently, the Department consists of four branches: Division of Vocational and Technical Education, Agricultural and Vocational Colleges, Continuing Education, Student Finance Administration; and shares the services of five units with the Department of Education: Finance, Statistics and Legislation, Communications, Personnel, Operational Research, and the School Book Branch. The way in which these branches and units are related to other organizations and activities is depicted in Figure 1. (The Alberta Colleges Commission and the Alberta Universities Commission also provide a service in advanced education and report directly to the Minister).

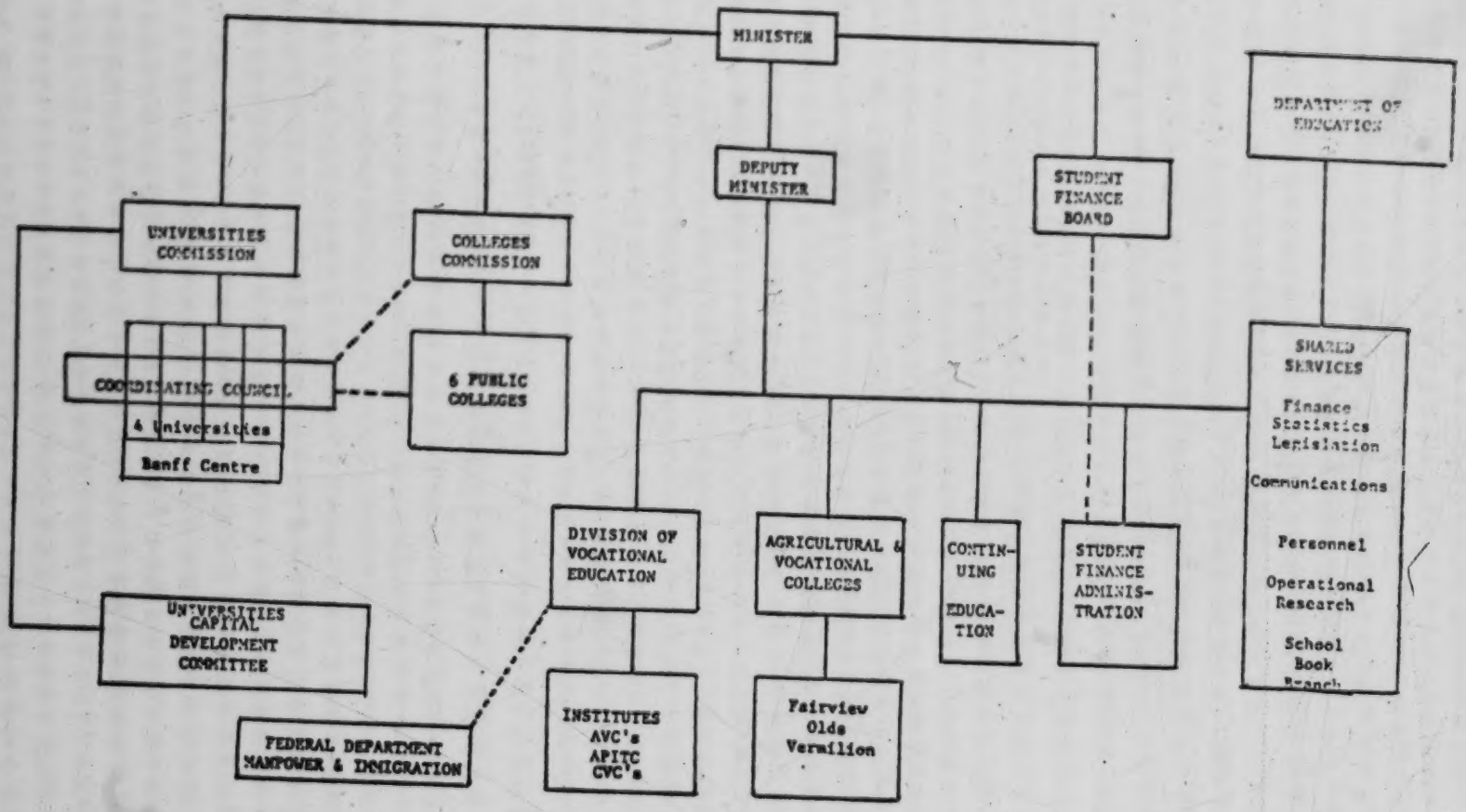
D. Reasons for Reorganization

The major reasons for reorganizing the Department are:

1) recognition of the need for improved coordination

Figure 1

DEPARTMENT OF ADVANCED EDUCATION: "CURRENT ORGANIZATION"



in all aspects of higher and further education to facilitate effective planning and efficient use of resources;

2) the assumption by the Department of most of the responsibilities of the Alberta Colleges Commission and the Alberta Universities Commission when these bodies are disbanded on March 31, 1973;

3) the need to rationalize the relationships among existing branches in the Department.

E. Phases in Reorganization

The reorganization is expected to proceed in three phases:

Phase I: Immediate recruitment and reassignment of those personnel required to make essential elements of the proposed structure operational by April 1, 1973.

Phase II: Review and consolidation of legislation related to advanced education: it is anticipated that this will be launched within 6 months and will require 18 to 24 months to complete. Concurrently, remaining elements of the proposed structure will be implemented.

Phase III: On-going modification of the organization of the Department in relation to new legislation and changing needs.

F. Development of Proposal

This proposal builds extensively on the work of an Advisory Committee on Reorganization struck by the Deputy Minister and comprised of the following members:

Mr. W. S. Baranyk, Agricultural Colleges
Dr. T. A. Blowers, Planning Assistant
Mr. D. L. Campbell, Vocational and Technical Education
Dr. M. R. Fenske, Alberta Colleges Commission (Chairman)
Mr. H. W. Ford, Alberta Universities Commission
Dr. R. Brian Staples, Continuing Education
Mr. Donal Deisach, Secretary

The Committee reviewed publications dealing with the organization of higher and further education including A Choice of Futures and Post-Secondary Non-University Education (MP#1). Recommendations for similar departments in other provinces, and for other Alberta provincial government departments also were examined. Proposals were obtained from heads of branches in the Department and from the two Commissions. A seminar was held at which Department officials and chief administrators from advanced education institutions in the Province were presented with three alternative models for the reorganization of the Department of Advanced Education and asked to choose which model would be most appropriate. Additional commentary, in the way of external evaluation was provided by a group concerned with organizational theory -- staff and doctoral students in the Department of Educational Administration at the University of Alberta. A draft report, which reflected the direction indicated by the seminar participants as being most acceptable, was circulated internally in the Department and among key personnel in advanced education institutions to obtain their reactions. The Committee attempted to incorporate many of the suggestions received in its final report.

The Committee's final report was then distributed by the Minister to members of the Executive Council for information. Meanwhile, it was also circulated for further comment to departmental personnel, as well as to the board chairmen and chief executive officers of affected institutions and organizations by the Deputy Minister. Another verbal appraisal was also obtained from a group of five specialists in educational administration and organizational theory at the University of Alberta.

The present proposal for reorganization is the culmination of this process of intensive study and extensive consultation.

G. Delimitations

Two major limitations of this proposal must be noted:

1) it does not provide detailed objectives, specific organizational arrangements, or precise personnel requirements for each of the elements in the structure. It is intended that this be done once the sense of direction and broad guidelines of the proposal are endorsed;

2) it does not offer a simple and neat structure with perfectly clear lines of authority and responsibility. The complexity of the activity makes this very

difficult. Greater clarity of function will emerge, however, as the structure is operationalized, and as a result of the review of legislation.

II. PERSPECTIVE

The perspective or rationale underlying the reorganization is briefly summarized below.

A. Philosophy

An enduring value in Canadian society is the belief in man's capacity for growth and self-fulfillment. Education is an important process through which this growth takes place: it is a life-long experience, broader than institutionalized learning. Society's best interests are served in nurturing the fullest development of its members. Accordingly, a fundamental task of government is to provide for adequate and equitable learning opportunities for all its citizens. Citizen participation in policy-making and planning is essential to ensure that the education system is responsive to individual and societal needs.

B. Desirable Characteristics of a System of Advanced Education

To be compatible with this philosophy a system of advanced education should have the following characteristics:

Coordination: Various aspects of the advanced educational enterprise should function in harmony with each other and with other sectors or activities of society.

Efficiency: The advanced education system should achieve an optimal use of available resources.

Adaptability: The advanced education system should be able to respond easily to new circumstances and diverse needs.

Participation: All those affected should share in the determination of policy for advanced education.

Quality: The advanced education system should strive for

excellence in everything that is undertaken.

C. Major Functions of the Department of Advanced Education

It will be necessary for the Department to perform the following major functions in an effort to achieve its purpose in accord with the foregoing characteristics:

1) to secure, allocate, and ensure the efficient use of resources for advanced education;

2) to identify needs and establish system-wide goals for advanced education;

3) to engage in system-wide anticipatory and inventive planning and policy development;

4) to provide for the preparation of an adequate and competent labour force;

5) to offer programs and services to meet special needs;

6) to clarify and implement legislation in the area of advanced education;

7) to provide coordination of programs and system monitoring;

8) to offer consultative services in advanced education;

9) to interpret advanced education services and functions to government and public.

The functions to be performed by the Department of Advanced Education would, in essence, be limited to those that cannot be effectively performed at the institutional or local level.

D. Basic Assumptions Related to Proposed Structure

On the basis of discernible knowledge and expectations the new structure for the Department should:

1) be capable of being made operational with a relatively small permanent staff, supplemented as required by persons on definite term-appointments for specific

assignments, and by task forces drawn from the system;

2) foster the development of relatively independent institutions and organizations highly responsive to the needs of their clients;

3) stress system development, and exercise leadership through long-range comprehensive planning while also performing an ongoing regulatory function;

4) facilitate citizen, client, and professional participation in policy development at the provincial level;

5) be able to accommodate some consolidation of educational activities now under other jurisdictions and some realignment of government departments;

6) anticipate the gradual withdrawal by the Department from the operation of some of the institutions for advanced education now directly under its jurisdiction; and

7) provide for close linkage with the Department of Education and the Department of Manpower and Labour, as well as liaison with other "people oriented" departments.

III. PROPOSED STRUCTURE

The proposed structure for the Department of Advanced Education is depicted in Figure II. It provides for widespread extra-departmental involvement in the performance of the advisory and judicial functions.

A. Governance

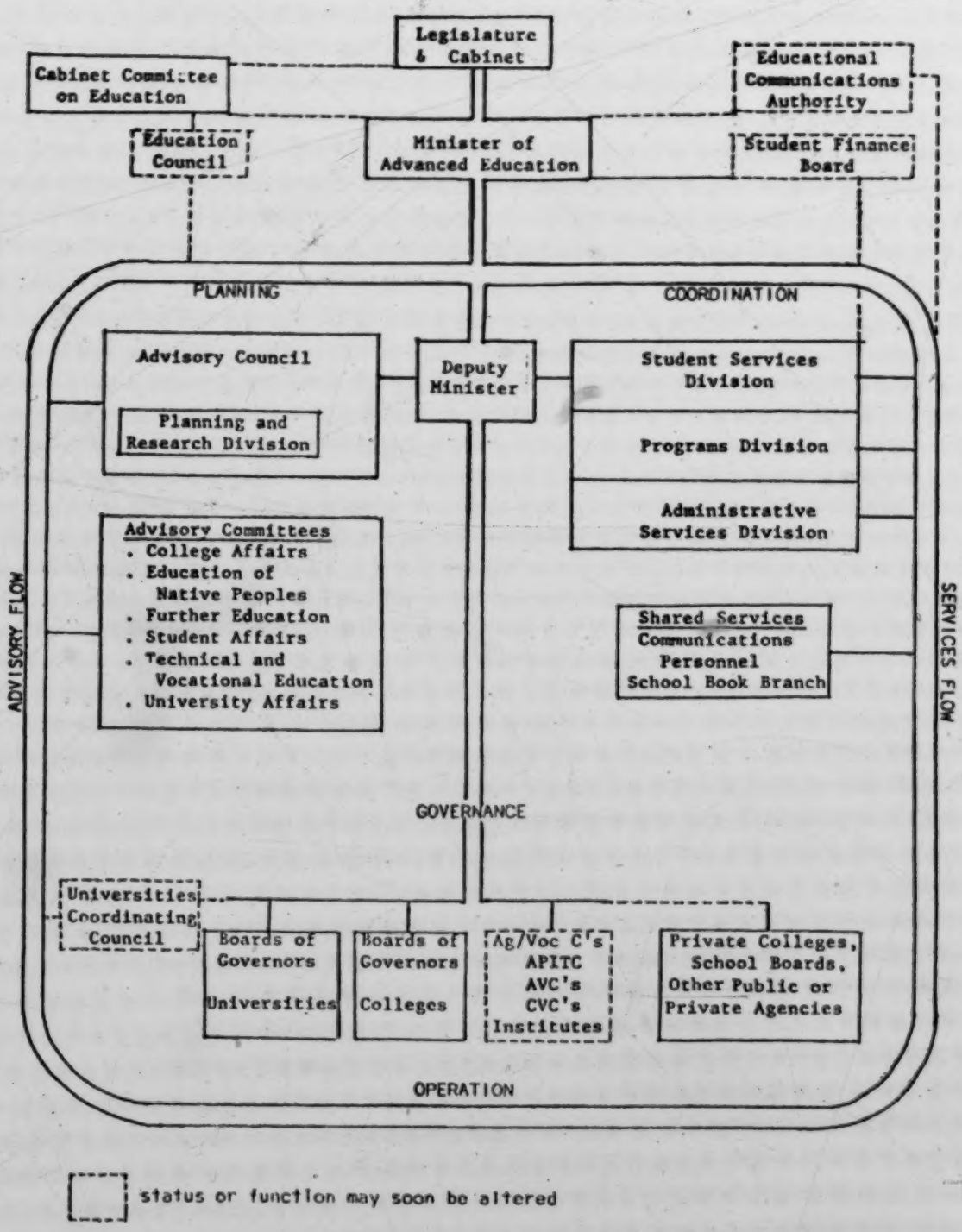
Boards of governors continue to assume responsibility for the general operation of most institutions.

B. Coordination

The coordinating and executive functions to be performed by the

Figure II

Department of Advanced Education: "PROPOSED STRUCTURE"



Department fall into three broad categories. These categories of functions are used as the basis for organization rather than sub-systems. This avoids unnecessary duplication of functions for each subsystem and facilitates intra-departmental coordination.

1) Student Services Division: student assistance, housing, fees, counselling, central application system.

2) Programs Division: program assessments, approvals, terminations, and allocations; central program registry, transfer of credits and accreditation, instructional modes and technology,

3) Administrative Services Division: capital and operating funding, legislation, general administration.

Three common service units -- Communications, Personnel, and the School Book Branch -- continue to serve both departments in education, thereby restraining costs and enhancing inter-departmental coordination.

C. Planning

Two additional major vehicles for planning and coordination are provided:

1) Planning and Research Division: continuous short and long-range system planning, policy analysis, information and statistics, student flow and simulation models, conducting and contracting service research, program evaluation. The Division will serve both departments in education and would have an Advisory Council whose composition would be weighted in favor of public membership, but would include government, institutional and/or system stakeholder group representation. The Council would advise on priorities and policies for the work of the Division, make recommendations to the two Ministers with respect to matters arising out of the work of the Division, and allocate such provincial support for research and development in education as may become available using policies and procedures developed in consultation with those affected and involved, and ratified by the Cabinet Committee on Education.

2) Advisory Committees: college affairs, education of

native peoples, further education, student affairs, technical and vocational education, university affairs. These six committees are intended to ensure consideration of special needs and interests, as well as to give the Department continuing access to knowledge and expertise within the system and the Province. Their members will be drawn from the public sector and from major stakeholder groups within the system. Significant responsibilities for each committee within its sphere of concern would include: keeping the Department informed of needed changes in policies and procedures; appraising system, subsystem, and institutional plans; and serving as a board of appeal for the lay public, clients, professional staffs, and governing boards with regard to the operation of the system or any of its constituent parts.

D. Linkages With Other Departments

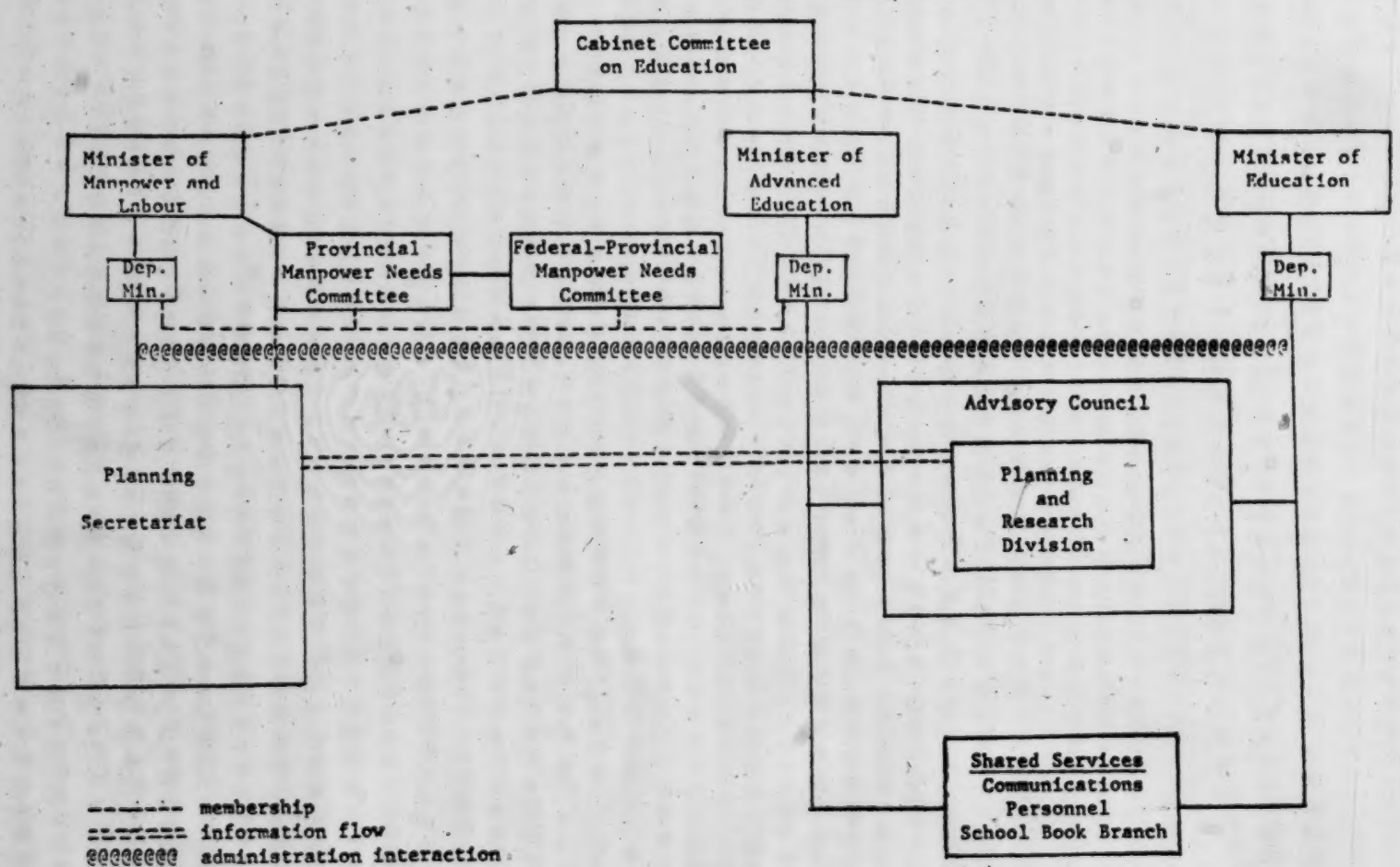
Vital linkages with the Department of Education and Department of Manpower and Labour are illustrated in Figure III. Additional coordination is achieved through cross-membership on committees and task forces, and through interdepartmental administrative routines. Similar arrangements are envisioned from time-to-time with other departments.

E. Roles of Minister, Deputy and Assistant Deputies

This Department has a unique external constituency or clientele. Not only is it large and varied, sensitive and articulate; it also responds best to rationality, participation and persuasion, rather than fiat, standardized regulations or sanctions. Consequently, the Minister and Deputy Minister must devote a substantial amount of time to consultation with administrators, members of boards of governors, faculty, students and interested citizens -- individually and in groups; in public and in private. Such consultation helps to marshal the best possible advice to aid government in the decision-making process. It also assists in keeping them (and through them the public generally) informed on government policy and direction. Moreover, it is indispensable to goal achievement by the system. This critical external consultation responsibility of the Minister and Deputy Minister gives rise to the need for up to three Assistant Deputy Ministers to oversee the day-to-day implementation of policies and plans, and to ensure that appropriate service functions are provided.

Figure III

Department of Advanced Education: "LINKAGES WITH EDUCATION AND MANPOWER AND LABOUR"



F. Implementation

In addition to Cabinet approval of this submission, the following actions are necessary in the immediate future to implement the proposed structure:

1) appointment of Assistant Deputy Ministers and some of the other senior personnel within 30 days to aid the Deputy Minister in operationalizing the structure;

2) reclassification and redeployment of the staffs of the Department and the two Commissions. (Present complement of staff in the Department and Commissions is 49 professional with 70 clerical-stenographic support staff, not including personnel in the institutions or in shared services);

3) changes in The Colleges Act and The Universities Act to transfer the responsibilities of the two Commissions to the Minister of Advanced Education;

4) orders establishing the terms of reference, procedures and personnel of the Advisory Committees;

5) approval of the related financial provisions in the 1973-74 estimates of the Department of Advanced Education; and

6) housing the reorganized Department in the Devonian Building.

APPENDIX C

LIST OF INTERVIEWEES

AND CONTENT OF INTERVIEWS

INTERVIEWEES

Dr. T. Blower — Director of Research, Edmonton Public School Board, formerly member of the Deputy Minister's Advisory Committee on Re-Organization, Telephoned, April 2, 1977.

Dr. R. A. Bosetti - Assistant Deputy Minister, Administrative Services, Advanced Education and Manpower, on March 15, 1977.

Mr. G. Boulet - Agricultural Education Co-ordinator, Department of Agriculture, on March 29, 1977.

Dr. T. C. Byrne - former Deputy Minister of Education and Past President of Athabasca University, on February 1 and March 15, 1977.

Hon. R. C. Clark - Leader of the Opposition, former Minister of Education, on February 23, 1977.

Mr. N. Clarke - Director of College Programs, Advanced Education and Manpower, Telephoned, on March 10, 1977.

Dr. L. Downey - Director of Downey Research Associates, on May 24, 1977.

Dr. W. Duke - Director of Planning Research, Department of Education, Telephoned, April 5, 1977.

Hon. J. Foster - Attorney General, formerly Minister of Advanced Education, on April 5, 1977.

Ms. P. Garritty - Executive Assistant to Dr. Bocetti, Advanced Education and Manpower, on March 15, 1977.

Mr. L. Henderson - Secretary of Universities Co-ordinating Council, Telephoned, February 22, 1977.

Hon. Dr. A. E. Hohol - Minister of Advanced Education and Manpower, formerly Minister of Manpower and Labour, written response, March 17, 1977.

Mr. D. Hubert - Supervisor, AVC Lac La Biche, on April 5, 1977.

Hon. Mr. L. Hyndman - Minister of Intergovernmental Affairs, formerly Minister of Education, written response, received March 22, 1977.

Dr. H. Kolesar - Deputy Minister of Advanced Education and Manpower, formerly Chairman of the Colleges Commission, on March 8, 1977.

Ms. Mallouix - Nursing Education Consultant, Telephoned, April 11, 1977.

Mr. C. J. McAndrew - Assistant Deputy Minister of Agriculture, on February 23, 1977.

Mr. J. Mitchell - formerly Director of the Division of Vocational Education, on March 30, 1977.

Mr. R. Morton - Executive Director, The Alberta Educational Communications Authority, Telephoned, July 8, 1977.

Chief Justice M. B. O'Byrne - Interviewed May 23, 1977.

Dr. J. O'Donoghue - Deputy Minister of Agriculture, on February 22, 1977.

Mr. L. Shorter - Director of ACCESS, formerly Executive Secretary for the Cabinet Committee on Education, on March 15, 1977.

Dr. B. Staples - Executive Secretary of Interdepartmental Community School Committee, formerly a member of the Deputy Minister's Advisory Committee on Re-organization, on April 5, 1977.

Mr. J. Starrit - Administrative Vice-President, Northern Alberta Institute of Technology, Telephoned, March 28, 1977.

Dr. W. Swift - formerly Deputy Minister of Education and Chairman of the Universities Commission, on March 1, 1977.

Dr. W. H. Worth - Dean of Education, University of Alberta, formerly Commissioner for Commission on Educational Planning and Deputy Minister of Advanced Education and Manpower, on March 9, 1977.

CONTENT OF INTERVIEWS

1968

Universities Commission - creation and function, role and dissolution.

Provincial Board of Post Secondary Education - creation and function, ensuing changes.

Agricultural and Vocational Colleges - position with the system of post secondary education; changes in structures and functions; function of Board.

Technical and Vocational Training - state of affairs, planning for changes, financing, phase-out agreements with federal government.

Programs offered in co-operation with other government departments.

1969

Universities Co-ordinating Council - function, relationship to the system

Colleges Commission - separation from university subsystem, creation and function.

Reasons for Dr. Worth as choice for Commissioner.

Board of Agricultural and Vocational Education - position within system and subsystem, function, influence; source of pressure and resistance regarding integration.

Interdepartmental co-operation regarding educational programs.

1970

Agricultural and Vocational Colleges - pressure to integrate.

Alberta Newstart Inc. phase out, use of facilities and personnel, continued funding from federal government, ensuing changes.

1971

Re-organization of Department - units contributing, alternatives explored.

Sharing services between departments - extent and feasibility, sources of resistance.

Degree of input from Department of Agriculture regarding coming changes, roles of various units, numbers involved.

Choice of Dr. Worth as Deputy Minsters - reasons, relationships within and without the system and subsystems, influence toward change.

Relationship of Monographs and Master Plan Number One, as well as Academic Master Plan, to the Report.

Conservative platform and the Report, relationships accounting for similarities.

College programs - Forestry and Nursing.

1972

Establishment of a Department - reasons, assumptions

Responses to the Report - types and kinds, identification of contradictions.

College programs - changes related to consolidation.

Relationship between the Report and government actions.

1973

Advisory Committees - purpose, pressure to create, function.

Dissolution of Commissions - reasons, assumptions.

Athabasca University and ACCESS - adaptations.

Program planning for system, details regarding consolidation.

Department of Advanced Education - changes in services, structures, functions.

1974

Program planning for system - details regarding consolidation, nursing education, further education.

Adult Education Act - sources of pressure to enact, to resist.

Dr. Worth as Deputy Minister - influence in attitude toward subsystems.

Use of the Worth Report in planning.

1975

Adult Education Act - reasons for abandonment.

Program planning for system - expansion at local leve, advisory committees, role and changes.

1976

Boards of Governors of Universities and Colleges - change in roles.

Use of the Worth Report in planning.